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A Review of the Conservation Authorities Program

9

December, 1987



Ontario

Ministry of
Natural
Resources

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**"A REVIEW OF
THE CONSERVATION AUTHORITIES PROGRAM"**

EXECUTIVE SUMMARY

December 1987

1. BASIC STATISTICS ABOUT CONSERVATION AUTHORITIES

NUMBER AND EXTENT - 33 in Southern Ontario, 5 in Northern Ontario

- 8,275,068 People within Boundaries of Authorities
- cover 90% of Ontario's Population
- Authorities range from 9,282 to 2,696,194 Residents each
- 106,164 square kilometres under Jurisdiction of Authorities
- Authorities range from 215 square kilometres to 10,933 square kilometres each.

PARTICIPATING MUNICIPALITIES - 11 Regional and 497 Local

- Authorities range from 1 to 42 each.

MEMBERS - 937 in total

- 822 Municipal and 115 Provincial
- Authorities range from 7 to 53 each
- \$600,000 annually in Honorariums and Per Diems
- \$375,000 in Expenses per year.

ANNUAL EXPENDITURES - \$96.4 million in total

- \$42.3 million Provincial, \$31.1 million Municipal, \$23 million Other
- Authorities range from \$245,000 to \$19.6 million each.

LAND HOLDINGS - 133,444 hectares in total

- 96,771 hectares for Water Management Purposes
- 36,673 hectares for Conservation and Recreation Purposes
- 130,431 hectares by Outright Ownership; 1,326 hectares by Lease; 1,687 hectares by Agreement.

STAFFING - 890 Permanent Staff in total

- includes 233 Administrative and Clerical, 309 Professional and Technical, 348 in Operations and Maintenance
- Authorities range from 4 to 193 Permanent Staff each
- 500 person years of Seasonal Employment
- \$28 million in Wages, \$6 million in Benefits and Expenses.

WATER MANAGEMENT PROJECTS AND ACTIVITIES:

Prevention Component

- 21,000 kilometres of Flood Plain and Fill Line Mapping (value of \$45 million)
- 20,000 kilometres of Watercourse under Fill, Construction and Alterations to Waterway Regulations (2,800 permits processed annually)
- review and comment on 1,200 Official Plans or Amendments; 6,000 Zoning By-laws or Amendments; 1,000 Subdivision Plans; 11,600 Minor Variances or Consents for Severance; 2,600 Development Control Matters; and 14,600 Property Clearances
- 170 Stream Flow Gauges, 70 Rainfall Gauges and 180 Snow Course Surveys
- work with 100 Municipalities each year to update Flood Contingency Plans.

Basic Statistics About Conservation Authorities (continued)

Protection Component

- Replacement Value of \$1 billion
- 247 Dams & Reservoirs (\$400 million)
- 219 kilometres of Channel Improvements (\$440 million)
- 103 kilometres of Dyking (\$103 million)
- 118 kilometres of Erosion Control (\$57 million).

Other Components

- review and comment on 30 Master Drainage Plans, 635 Storm Water Management Plans and 615 Municipal Drains annually
- collect Water Quality Samples at 322 Stations (26 CA's involved).

OUTDOOR RECREATION AREAS AND FACILITIES:

- Conservation Areas - 380 in total
 - 4.5 million Day Use Visitors and 1.1 million Campers per year
 - 59 Developed Campgrounds (2,906 serviced and 4,893 unserviced sites)
 - Facilities have a Replacement Value of \$175 million
 - Revenue of \$8.3 million, and Expenses of \$11.3 million annually.

For Comparison Purposes Only

- 219 Provincial Parks in Ontario
- 7.5 million visitors annually
- Facilities have a Replacement Value of \$440 million.
- Heritage Conservation
 - 11 Community Museums with Annual Attendance of 400,000 People.

OTHER RESOURCE MANAGEMENT ACTIVITIES:

Forest Management

- Plant 2.6 million Trees annually for 130 Municipal and 1,700 Private Landowners.

Fish and Wildlife Management

- Assist 250 Private Landowners with Habitat Improvement on 7 km of Watercourse and 100 hectares of Land per year.

Conservation Education - 57 Centres in total

- 7 Residential, 41 Day-use, 9 Mobile
- Contact with 20,000 Teachers and 400,000 Students annually.

Conservation Information

- 2.5 million Public Contacts each year.

2. MAJOR ISSUES

The major issues in the C.A. program can be summarized as follows:

- i) There is a lack of agreement between the Province and the municipalities on the specific responsibilities of C.A.s.
- ii) The fact that C.A.s can opt in or out of various programs and/or components thereof leads to inconsistencies in the delivery of programs and services across the Province.
- iii) An expansion or reduction in the delivery of resource management programs at the local level through C.A.s impacts on the effectiveness and efficiency of both the affected ministries and the C.A.s.
- iv) The ability of C.A.s to deliver various programs and services in a consistent manner and the effectiveness and efficiency of their operations is adversely affected by the current number of C.A.s, the extreme variability of their local financial base, and the substantial difference in their administrative and technical capabilities.
- v) Due to the large number of members on many C.A.s, Executive Committees are required. As a result, many of the members are not involved in the policy setting and decision making of the Authority and, therefore, lack accountability for the activities of their C.A.
- vi) The municipal and provincial appointment process requires review to ensure that the appointed members effectively represent the interests of and are accountable to the appointing body.
- vii) The variable grant rates amongst C.A.s, as a result of supplementary grants and the formula used to determine these grants, create problems for the Province, C.A.s, and their member municipalities.
- viii) Currently, the amount and distribution of funding for C.A.s does not enable them to properly maintain the existing water control structures and recreation facilities, nor to proceed with urgent new flood and erosion control works.
- ix) Since C.A.s do not have a multi-year commitment of base level funding to their various programs by the Province, this creates problems in scheduling projects and arranging the necessary municipal funding.
- x) The current system of internal approvals for, and other external controls on C.A.s should be reviewed to improve the efficiency of the program. In this regard, the C.A.s should be made more responsible and accountable for their individual actions.

3. RECOMMENDATIONS

Recommendation #1

That Conservation Authorities should continue to operate on a watershed basis with strong local initiative and the sharing of project costs between the Province and the member municipalities.

Recommendation #2

That once specific responsibilities have been assigned to C.A.s, individual C.A.s cannot decide to opt in or out of various programs or components thereof.

Recommendation #3

That the number of C.A.s in Southern Ontario should be reduced from 33 to approximately 18 through amalgamation. This reduction in the number of C.A.s should occur within two years of the adoption of this Report by the Province.

Recommendation #4

That the specific responsibilities of Conservation Authorities should be as follows: (See Summary on following page.)

Recommendation #5

That the five (5) C.A.s in Northern Ontario be retained as distinct, separate units. The boundaries of some of these C.A.s should be adjusted to concentrate their attention and effort on the organized municipalities and hence privately-owned property in their local area.

Recommendation #6

That the membership on C.A.s be reduced from 937 to approximately 337. The municipal members should be appointed by the Regional Municipalities, Restructured County of Oxford, Counties (in conjunction with Separated Towns and Townships) and Cities.

Recommendation #7

That C.A.s should levy the local share of costs on the Regional Municipalities, Restructured County of Oxford, Counties, Cities, Separated Towns and Townships.

Recommendation #8

That supplementary grants should be eliminated and regular grants of 40%, 50% or 70% should be provided for all programs of a C.A. The applicable grant rate for each C.A. would be a function of the total assessment and population in its watershed(s).

Recommendation #9

That the \$5 million in funding freed up through the changes to the grant rates should remain in the program and the total grant allocation be increased by an additional \$5 million to meet the funding requirements of C.A.s.

4. RESPONSIBILITIES

<u>PROGRAM</u>	<u>COMPONENT</u>	<u>CURRENT INVOLVEMENT (\$000)</u>	<u>A.C.A.O. BRIEF REQUESTED</u>	<u>COMMITTEE RECOMMENDATION</u>
Water Management	Flood Control (riverine & lakeshore)	27,059	YES	YES
	Erosion Control (Riverine & lakeshore)	9,047	YES	YES
	Point Pollution (sewage treatment facilities, industrial plant discharges)	0	LIMITED	NO
	Non-Point Pollution (agricultural & urban runoff)	See *	YES	LIMITED
	Low Flow Augmentation	400	YES	YES
	Water Taking Permits	0	YES	NO
	Urban Drainage	305 *	LIMITED	LIMITED
	Rural Drainage	254 *	LIMITED	LIMITED
	Wetlands (Flood Storage and Flow Augmentation)	1,587 **		YES
	Water Quality Monitoring	1,202	LIMITED	LIMITED
	Water Supply	148		LIMITED
Outdoor Recreation	Provincially Significant Parks	0	NO	NO
	Niagara Escarpment Parks	3,607	LIMITED	LIMITED
	Regionally Significant Parks	19,877	YES	YES
	Locally Significant Parks		YES	NO
	Heritage Conservation	5,356	N/R	LIMITED
Other Resource Management Programs	Forest Management	3,917	YES	LIMITED
	Fish & Wildlife Management	1,053		LIMITED
	Soil Erosion & Sediment Control	677 *	YES	LIMITED
	Wetlands (significant Flora & Fauna)	See **	YES	LIMITED
	Areas of Natural & Scientific Interest	See **		LIMITED
	Waste Management	0		NO
	Conservation Education	4,830		LIMITED
	Public Information	1,851		LIMITED

DEFINITIONS:

- N/R - No request
- LIMITED - Some but not complete responsibility (Section 4.3 of Report gives details for each affected component)

5. BENEFITS TO CLIENT GROUPS

i) Water Management Program

a) Protection

- ensures there is sufficient technical and field staff to properly operate and maintain existing water control structures which protect watershed residents living in flood or erosion prone areas.
- provides the necessary expertise to implement additional cost-effective projects that will protect lives and property located in areas subject to flooding or erosion.

b) Prevention

- flood or erosion prone areas will be mapped and regulated so that developers and other individuals are advised of the risks associated with acquiring and the constraints related to developing this type of land
- municipalities will receive expert technical input related to water quantity management on various planning and development matters (i.e. official plans, zoning bylaws, plan of subdivisions, master drainage plans, stormwater management plans, etc.)
- watershed residents will receive early warning of impending floods and an indication of the severity of these events so that the necessary steps can be taken to protect any lives and property that are at risk.

ii) Outdoor Recreation Program

- the 4.5 million day-use visitors and 1.1 million campers that currently use Conservation Areas could be assured that many different types of recreational opportunities (i.e. picnicking, camping, swimming, fishing, etc.) will continue to be available
- watershed residents could expect these Conservation Areas to be maintained in such a manner that the health and safety risks to the users are minimized
- recognizing the trend toward increased leisure time, additional recreational facilities could be developed in close proximity to the more heavily populated areas of the province as the needs of the watershed residents are identified

iii) Other Resource Management Programs

- public confusion about the programs delivered by C.A.s as compared to those of the resource ministries will be reduced
- approximately 1,700 private landowners with less than 2 hectares of property requiring tree planting will continue to receive assistance on an annual basis from C.A.s at a reduced cost
- C.A.s will continue to assist Boards of Education in the provision of conservation education opportunities to 400,000 students annually
- 2.5 million members of the general public will receive free information and advice from C.A.s on a wide range of natural resource management topics.

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SECTION 1 - Interministerial Review Committee

1.1 BACKGROUND

On April 30, 1986, Cabinet requested the Minister of Natural Resources to review the extent of funding received by Conservation Authorities (C.A.s), the effectiveness of such expenditures and the accountability of C.A.s for these expenditures. In May of 1986, the Association of Conservation Authorities of Ontario (ACAO) submitted a brief to the Minister of Natural Resources which suggested reforms to the funding, administrative and organizational structure, and responsibilities of C.A.s.

On August 6, 1986, Cabinet agreed with the Minister of Natural Resources that a report be prepared with recommendations concerning the mandate, responsibilities, effectiveness, accountability, level of funding and grant rates of the C.A. program.

Cabinet approved the establishment of an Interministerial Steering Committee, comprised of an Assistant Deputy Minister from each of the Ministries of Natural Resources (Chairman), Environment, Agriculture and Food, Municipal Affairs, and Tourism and Recreation, to prepare the report. Subsequently, the Ministry of Natural Resources requested the Ministry of Treasury and Economics to appoint a representative to the committee as well.

1.2 TERMS OF REFERENCE

Cabinet agreed that the review would consider the following:

- i) the current and future mandate and responsibilities of C.A.s;
- ii) the mandate and responsibilities of the various Ministries that are or could be met, in whole or in part, through the C.A.s and vice versa;
- iii) how the effectiveness, efficiency and accountability of C.A.s to both the provincial and municipal levels of government could be improved;

- iv) the current and future grant rates for C.A.s;
- v) identify the level of transfer payments that would be required to adequately fund the current and future responsibilities of C.A.s.

1.3 MEMBERS OF COMMITTEE

Mr. Robert J. Bugar (Chairman)
Assistant Deputy Minister for Southern Ontario
Ministry of Natural Resources

Dr. J. Clare Rennie
Assistant Deputy Minister
Technology and Field Services
Ministry of Agriculture and Food

Dr. David Balsillie
Assistant Deputy Minister
Environmental Services Division
Ministry of the Environment

Mr. Brian Crowley
A/Assistant Deputy Minister
Municipal Affairs
Ministry of Municipal Affairs

Mr. Tom Adamchick
Executive Director
Tourism and Recreation Operations Division
Ministry of Tourism and Recreation

Mr. David W. Barnes
Senior Policy Advisor
Intergovernmental Finance Policy Branch
Ministry of Treasury and Economics

Committee Secretary:

Mr. Richard D. Hunter
Manager, Conservation Authorities Section
Conservation Authorities & Water Management Branch
Ministry of Natural Resources

SECTION 2 - Major Concerns and Issues

2.1 WHO IS CONCERNED

Over the years, a number of concerns have been identified with the Conservation Authorities program. On the provincial side these concerns have been expressed by the Provincial Auditor, the various resource ministries (Natural Resources, Environment, Agriculture and Food, Tourism and Recreation); central agencies (Ministry of Treasury and Economics, Management Board Secretariat); and various other Ministries (Municipal Affairs, Culture and Communications, and Education). For a detailed summary of these concerns, see Appendix 1. From the municipal perspective, the Association of Municipalities of Ontario, its County and Regional Section, and some member municipalities of specific C.A.s have outlined concerns about the program. For a detailed summary of these concerns, see Appendix 2.

The concerns of the Conservation Authorities themselves have been identified most recently through the Association of Conservation Authorities of Ontario (ACAO) brief of May, 1986 to the Minister of Natural Resources on reform, responsibilities and funding of the program. For a detailed summary of these concerns, see Appendix 3. A complete copy of the ACAO brief is provided as Appendix 4. At various points in time, other special interest groups such as the Ontario Private Campground Operators, Federation of Anglers and Hunters, Federation of Ontario Naturalists, etc. have expressed concerns about Conservation Authorities.

All of these various concerns have been highlighted in several reports issued by the different ministries, associations and agencies since the late 1970s. In actual fact, some of these concerns date back even further than that. Since the 1967 Select Committee Report on Conservation Authorities, there have been at least 50 documents that have either identified major concerns with or altered some aspect of the C.A. program. For a detailed summary of these concerns and changes, see Appendix 5.

2.2 MAJOR ISSUES

The major issues in the C.A. program can be summarized as follows:

- i) There is a lack of agreement between the Province and the municipalities on the specific responsibilities of C.A.s.
- ii) The fact that C.A.s can opt in or out of various programs and/or components thereof leads to inconsistencies in the delivery of programs and services across the Province.
- iii) An expansion or reduction in the delivery of resource management programs at the local level through C.A.s impacts on the effectiveness and efficiency of both the affected ministries and the C.A.s.
- iv) The ability of C.A.s to deliver various programs and services in a consistent manner and the effectiveness and efficiency of their operations is adversely affected by the current number of C.A.s, the extreme variability of their local financial base, and the substantial difference in their administrative and technical capabilities.
- v) Due to the large number of members on many C.A.s, Executive Committees are required. As a result, many of the members are not involved in the policy setting and decision making of the Authority and, therefore, lack accountability for the activities of their C.A.
- vi) The municipal and provincial appointment process requires review to ensure that the appointed members effectively represent the interests of and are accountable to the appointing body.
- vii) The variable grant rates amongst C.A.s, as a result of supplementary grants and the formula used to determine these grants, create problems for the Province, C.A.s, and their member municipalities.

- viii) Currently, the amount and distribution of funding for C.A.s does not enable them to properly maintain the existing water control structures and recreation facilities, nor to proceed with urgent new flood and erosion control works.
- ix) Since the C.A.s do not have a multi-year commitment of base level funding to their various programs by the Province, this creates problems in scheduling projects and arranging the necessary municipal funding.
- x) The current system of internal approvals for, and other external controls on C.A.s should be reviewed to improve the efficiency of the program. In this regard, the C.A.s should be made more responsible and accountable for their individual actions.

SECTION 3 - History of Conservation Authorities

3.1 THE EARLY YEARS OF CONSERVATION

The original impetus for conservation dates back to the Depression years and those of World War II that followed. **During the 1930s, both the Federation of Ontario Naturalists (F.O.N.) and the Ontario Conservation and Reforestation Association (O.C.R.A.) had a major impact on the attitudes of government and the general public about conservation in Ontario.**

In 1941, O.C.R.A. and F.O.N. established committees to study the creation of a Canadian Conservation Corp or other plans related to conservation and reforestation that could rehabilitate the country's natural resources and provide meaningful employment for soldiers returning from World War II. This resulted in **The Guelph Conference of 1941.**

At about the same time, the **federal government** was concerned about an economic slump which might occur after the war. It **appointed an Advisory Board on Reconstruction, in 1941**, to develop a program of useful employment for men returning from active service. Its sub-committee on Conservation and Natural Resources Development met with a committee from the Guelph Conference, and agreed on a pilot survey of the watershed of the Ganaraska River.

3.2 THE FORMATIVE YEARS OF AUTHORITIES

The 1942 survey of and report on the Ganaraska River addressed all aspects of resource management in the watershed. The report's **second recommendation** was "That legislation be enacted combining the best features of the Grand River Conservation Commission, and the Muskingum Watershed Conservancy District, Ohio, so that municipalities in any part of Ontario may undertake a similar conservation program".

Following the passage of the Department of Planning and Development Act in 1944, **The London Conference on "River Valley Development in Southern Ontario"** was held in the fall of 1944. It provided a forum for

groups and individuals who had been grappling with conservation problems to discuss the various types of work which should be undertaken. **Resolution #1 from the conference called on the Province to establish a conservation authority for Ontario. Its principal function would be to bring about coordination and cooperation amongst all agencies involved in conservation projects with the object of formulating and putting into effect a unified program for the rehabilitation and wise use of all renewable natural resources.**

Immediately following the London Conference, a **Conservation Branch was created in the Department of Planning and Development.** The first task of the new Branch was the preparation of a bill for the legislature, which, when passed in 1946, became The Conservation Authorities Act. While the legislation was going forward for approval, **a conservation survey of the upper Thames River was conducted in 1945.** Although the disastrous flood of 1937 was uppermost in the minds of most people in the area, it was decided that, **in addition to flood control, the survey would investigate complementary problems of land use, forestry, wildlife, and recreation.** These problems would have to be addressed as well, if an authority were established.

Following the passage of The Conservation Authorities Act in 1946, the first authorities formed were the Etobicoke River and Ausable River on July 30, 1946. On October 8, 1946, the Ganaraska River Conservation Authority was formed as well.

3.3 THE LEGISLATIVE BASIS

Section 20 of The Conservation Authorities Act reads as follows: **"The objects of an authority are to establish and undertake, in the area over which it has jurisdiction, a program designed to further the conservation, restoration, development and management of natural resources other than gas, oil, coal and minerals".** This section of the Act has not changed materially since 1946, and gives the Conservation Authorities an extremely broad mandate. Section 21 sets out in some detail the specific powers that an Authority has under the legislation. (See Appendix 6)

The **three fundamental concepts of the Conservation Authorities movement**, which have been embodied in the legislation since 1946, are as follows:

i) **LOCAL INITIATIVE**

A Conservation Authority in any area could only be formed when the desires of the residents reached the point where they were willing to request the government of Ontario to form an authority. In making the request, the local people had to face up to the responsibility of running the corporate body and meant that people living close to the problems were required to recognize and solve them.

ii) **COST SHARING**

The costs of projects could be shared by the municipalities in the authority and the provincial government. This has meant that an authority can flourish only when the local people have enough enthusiasm and conviction to support it financially.

iii) **WATERSHED JURISDICTION**

Conservation Authorities were to have jurisdiction over one or more watersheds. While this stewardship was to cover all aspects of conservation, it has been of critical importance in water management since decisions or actions in one location can have major impacts throughout a watershed.

Since the original Act was passed in 1946, **the amendments to the legislation that have had a major impact on the Conservation Authorities program are as follows:**

- i) **Originally government grants were only available for the capital cost of flood control projects and authority forests. In 1952, this was expanded to include smaller conservation projects** like tree planting on private lands, community and farm ponds, land use demonstrations, small picnic areas and restoring old mills.

- ii) **In 1954, the Act was amended to allow for the development of recreation facilities on lands associated with Authority water management and conservation projects.**
- iii) **In 1956, the Act was changed to enable C.A.s to be formed in Northern Ontario, and to permit an authority to make regulations to restrict and regulate the use of water from streams and other natural sources.**

The legislation was also revised to enable Authorities to **prohibit, or regulate the dumping of fill of any kind in any area below the high water mark of any river, creek or stream.**

- iii) **In 1960, the Act was amended to provide for the appointment of three members to each C.A. by the Province.**
- iv) **In 1968, as a result of the Select Committee Report on Conservation Authorities, a number of changes to the legislation were instituted. The following are the most significant:**
 - a) **members were appointed for a fixed term;**
 - b) **provisions were made for administrative regulations and a minimum number of Full Authority meetings each year;**
 - c) **the Minister was given emergency power over water control structures, the power to approve construction of C.A. works on a lake or river, and wider power in making grants;**
 - d) **provisions were made for reassessment of authority lands for taxation purposes.**
- v) **In 1970, the Act was changed to enable C.A.s to regulate alterations to waterways and to provide for regional municipalities to become participating municipalities on C.A.s.**

3.4 FORTY YEARS LATER - ACCOMPLISHMENTS TO DATE

Conservation Authorities have been very effective in the prevention of loss of life and protection of property from damage associated with flooding and erosion. They have also accumulated a substantial area of open space and developed a significant number of recreational facilities for the use of their watershed residents and the travelling public. As well, the C.A.s have substantial accomplishments in many of the other resource management programs that they have become involved in. On the whole, C.A.s have been very effective field delivery agencies for the Province and their member municipalities. The following summarizes the full extent of the C.A.s' accomplishments to date as well as their annual level of activity in a number of ongoing programs.

3.4.1 Number and Extent

There are currently thirty-eight (38) Conservation Authorities in Ontario. Five C.A.s are located around major urban centres in Northern Ontario, while the balance cover most of Southern Ontario (See Figure #1). **Currently, the population within C.A.s totals 8,275,068. This means that C.A.s have jurisdiction over the area where 90% of Ontario's population resides.** The total land area covered by C.A.s is 106,164 square kilometres.

While the first three authorities were created in 1946, the formation and/or enlargement of most of the others occurred from the late 1940s, to the mid-1960s. The only Authorities formed since the Select Committee Report in 1967 have been the Essex Region C.A. (1973), and the Kawartha Region C.A. (1979). In addition, since 1967 there have been 34 boundary enlargements to take in areas that were previously not under the jurisdiction of a C.A. The most recent change came into effect in January, 1985 when the North Grey Region and Sauble Valley C.A.s amalgamated to form the Grey Sauble Conservation Authority.



3.4.2 Participating Municipalities & Members

There are 11 Regional Municipalities and 497 Local Municipalities participating in C.A.s at the present time. Of the 937 members on Conservation Authorities, 822 are appointed by the member municipalities and 115 are appointed by the province. The membership ranges from a high of 53 members on the Rideau Valley C.A. to a low of 7 members on the Sault Ste. Marie Region C.A. The exact number of members on each C.A. is shown in Appendix 7. Currently, the C.A.s expend \$600,000 annually for members' honorariums and per diems, and a further \$375,000 per year in members' travel and related expenses.

3.4.3 Programs and Expenditures

Over the past forty years, Conservation Authorities have become involved in a variety of projects and activities in various program areas. These include: flood and erosion control, outdoor recreation, Niagara Escarpment preservation, wetland protection, urban and rural drainage, water quality monitoring and improvement, low flow augmentation, water supply reservoirs, forest management, fish and wildlife management, heritage conservation, conservation education and public information activities. The involvement of C.A.s in these different programs has developed over time as each Authority addressed the resource management concerns of their member municipalities, the province and the watershed residents. In this regard, no two authorities are identical since the physical characteristics, area of jurisdiction, number of residents and participating municipalities, assessment base, and the types of resource issues all differ from one location to the next. The extent to which C.A.s are involved in various programs is probably best reflected in a summary of their average annual expenditures in the different program areas over a three-year period (See Appendix 8).

The total expenditures of all 38 authorities amounts to approximately \$96.4 million. Of this total, the Province provides \$42.3 million in grants, municipalities are levied for \$31.1 million and approximately \$23.0 million is raised from other sources (i.e. user fees, donations, land rentals, etc.). The total expenditures of the C.A.s vary significantly from the Metro Toronto and Region C.A. at \$19.6 million, and Grand River C.A. at \$13.8 million, to the Crowe Valley at \$245,000. For the total expenditures of each C.A., see Appendix 7. The two largest C.A.s (MTRCA and GRCA) now represent approximately 35% of all expenditures, while the six smallest spend only 2% of the total.

3.4.4. Land Holdings

The following chart summarizes the current land holdings of all C.A.s.

Program	Type of Land	Outright Ownership (In Hectares)	By Lease or Easement (In Hectares)	By Agreement (In Hectares)	Total (In Hectares)
Water Management	Floodplain	25,093	763	7	25,863
	Shoreline	3,107	54	91	3,252
	Wetland	15,843	0	0	15,843
	Agreement Forest	38,084	0	81	38,165
	Non-Agreement Forest	13,122	1	0	13,123
	Other Non-Agricultural	524	1	0	525
Conservation & Recreation	Forest and Wildlife	8,139	24	1,135	9,298
	Recreation	19,868	483	313	20,664
	Other	6,651	0	60	6,711
TOTAL		130,431	1,326	1,687	133,444

3.4.5 Staffing

Conservation Authorities employ 890 permanent staff, and provide another 500 person-years of seasonal employment annually. The total payroll for these positions amounts to approximately \$28 million in wages plus a further \$6 million in benefits and related travel expenses. In addition, over the last few years, the Authorities have provided an average of 560 person-years of employment annually through various job creation programs. The payroll for these positions totals approximately \$6.2 million per year.

The 890 permanent staff positions are comprised of 233 in administrative and clerical functions, 309 in professional and technical functions, and 348 in operations and maintenance functions. The number employed by each C.A. varies significantly from the Metro Toronto & Region C.A. with 193, and the Grand River C.A. with 108, to the Crowe Valley and Sault Ste. Marie C.A.s with 4 each. For the total number of permanent staff in each category by C.A., see Appendix 7.

3.4.6 Water Management Projects and Activities

i) Protection Component

C.A.s own and/or operate 247 dams and reservoirs that provide benefits in the areas of flood control, low flow augmentation, recreation and water supply. The original capital cost of these structures was \$100 million, while the replacement value is currently estimated at \$400 million.

C.A.s have constructed 219 kilometres of channel improvements with an estimated replacement value of \$440 million. As well, they have constructed 103 kilometres of riverine and lakeshore dyking with an estimated replacement value of \$103 million. C.A.s have also implemented 118 kilometres of erosion control measures along various watercourses and lakeshore areas. The estimated replacement value of these measures is \$57 million.

Most of these structures or improvements are located on lands acquired by the C.A.s for the purpose of undertaking these projects. Some of these measures were constructed on municipal and/or private lands through the use of construction and maintenance easements. As a result of many of these projects, **C.A.s currently own and manage 44,958 hectares of floodplain land, shoreline property and wetland areas.**

The total estimated replacement value of approximately \$1 Billion for all of these structural measures is exclusive of the current value of the lands and/or easements owned by the C.A.s.

ii) Prevention Component

C.A.s have completed 21,000 kilometres of floodplain and fill line mapping with a current replacement value of \$45 million. C.A.s complete approximately 1,100 kilometres of new or updated mapping each year. **This mapping is required for the fill and construction regulations of C.A.s as well as the planning efforts of their member municipalities.**

C.A.s prevent future flood damages by implementing fill and construction regulations as per Sections 28(e) and (f) of the Conservation Authorities Act. These regulations allow C.A.s to control the dumping or removal of fill and construction of buildings in floodplain areas. **C.A.s currently have 20,000 kilometres of watercourses under regulation.** Inspecting and processing the **2,800 permits requested annually** under these regulations requires 31 person-years of staff time and costs approximately \$750,000.

With respect to municipal planning, **C.A.s annually review and comment on 1,200 official plans or amendments; 6,600 zoning by-laws or amendments; 1,000 subdivision plans; 11,600 minor variances or consents for severance; 2,600 development control matters; and**

14,600 property clearances. The C.A.s are involved in municipal planning to ensure that improper development does not occur in areas subject to severe flooding and/or erosion. Providing this input takes 59 person-years of staff time and costs approximately \$1.5 million annually.

In the area of flood warning and forecasting, the **C.A.s have installed and currently maintain 170 stream flow gauges; 70 rainfall gauges; and 180 snow course surveys.** They use the data from this equipment as well as weather forecasts from MNR to provide flood warnings to the public through their member municipalities and the media. **As well, the C.A.s work with approximately 100 of their member municipalities each year in updating municipal flood contingency plans.** All of this takes 16 person-years of staff time and costs \$400,000 annually.

iii) Other Components

With respect to urban drainage, **C.A.s are involved in reviewing and commenting on 30 master drainage plans and 635 storm water management plans each year.** In rural areas, **C.A.s review and comment on 615 municipal drains annually.** This involvement ensures that the adverse effects of drainage on upstream areas (i.e. wetlands) and downstream locations (i.e. flooding due to more rapid runoff, water quality impairment, etc.) are recognized and minimized. Providing this input requires 10 person-years of staff time and costs approximately \$275,000 per year.

In the area of water quality sampling, **26 C.A.s currently collect samples at 322 stations as part of the Provincial Water Quality Monitoring Network of the Ministry of Environment (MOE).** The C.A.s provide approximately 1.7 person-years of staff time per year and the transportation for the collection of these samples. The total cost is estimated at \$66,000 annually.

NOTE: There are a further 242 stations within the jurisdiction of C.A.s that are sampled directly by MOE. This requires 1.3 person-years of staff time and costs the Ministry \$54,000 annually.

3.4.7 Outdoor Recreation Areas and Facilities

C.A.s currently own, lease and/or operate 380 conservation areas with a total developed land area of 20,664 hectares. These areas range in size from .1 hectare (St. Albert Conservation Area of the South Nation River C.A.), to 4,800 hectares (Luther Marsh Conservation Area of the Grand River C.A.). **Included in these figures are 59 conservation areas with developed campgrounds which provide 2,906 serviced and 4,893 unserviced campsites.** Most of these conservation areas are located in Southern Ontario and therefore are readily accessible to the major population centres in the province.

Included in the total area listed above are 9,600 hectares of land owned by C.A.s on the Niagara Escarpment. **C.A.s currently own and manage 6 of the 10 major nodal parks and 70 of the remaining 95 parks included in the Niagara Escarpment Parks System.**

The total replacement value of all recreation facilities in conservation areas, excluding land costs, is estimated at \$175 million. This is split fairly evenly between buildings (i.e. picnic pavilions, washrooms, concession stands, gate houses, etc.) at \$87 million and roads, parking lots, and other services (i.e. water, hydro, sewer, etc.) at \$88 million.

Annually, C.A.s have 4.5 million day use visitors and 1.1 million overnight campers in their conservation areas. The direct revenue from user fees amounts to \$8.3 million against actual operation and maintenance costs of \$11.3 million per year.

For the sake of comparison, the 219 provincial parks in Ontario receive 7.5 million visitors and currently have in place recreation facilities valued at \$440 million.

3.4.8 Other Resource Management Activities

i) Forest Management

C.A.s currently own 60,586 hectares of forest land. MNR manages 38,165 hectares of this area under signed agreements with the individual C.A.s and the balance of 22,421 hectares is managed directly by the C.A.s.

C.A.s plant approximately 2.6 million trees annually on municipal and private properties. Generally, the C.A.s plant sites under 2 hectares in size, while MNR deals with larger areas through signed agreements under the Woodlands Improvement Act. **C.A.s provide technical, financial and physical assistance to 130 municipal and 1,700 private landowners each year.** The average charge to the landowner for tree planting is \$200 per thousand trees.

On a trial basis, the Rideau Valley C.A. has been delivering management services under the Woodlands Improvement Act to the agreement holders in two of its member municipalities. MNR has been funding 75% of the cost of this program for the two townships. The balance of the money is raised through municipal levies.

ii) Fish and Wildlife Management

C.A.s own 15,843 hectares of wetlands that provide a range of benefits from natural flood storage and low flow augmentation to wildlife and waterfowl production. As well, the C.A.s own and/or manage another 9,298 hectares of forest land specifically for wildlife production. The 133,444 hectares of land owned by C.A.s in total provides access to many streams, rivers and lakes for fishing. In addition, much of this land is important for wildlife production and the provision of hunting and viewing opportunities. The waterfront

development projects of some C.A.s (particularly on Lake Ontario) provide important boat access for fishing on the Great Lakes as well.

In addition to managing their own land base to increase fish and wildlife production, **C.A.s work with 250 private landowners each year in the improvement of fish and wildlife habitat on their properties. Approximately 7 kilometres of watercourse and 100 hectares of land are improved each year.**

iii) Soil Conservation

Many C.A.s are concerned about soil erosion in terms of its effect on the productivity of land and the negative impacts on the quality of the receiving watercourses. In this regard some C.A.s, particularly in the intensive agricultural areas of southwestern Ontario, have been actively involved in providing technical, financial and physical assistance to private landowners. For the last two years, the Ministry of Agriculture and Food (MAF) has had signed agreements with 12 C.A.s to work cooperatively on this problem under the Ontario Soil Conservation and Environmental Protection Assistance Program (O.S.C.E.P.A.P).

C.A.s currently devote 14 person-years of staff time to this program at a total cost of approximately \$450,000. Of this total, 9 person-years are full time staff at a cost of \$300,000. 50% of this latter cost is shared equally by MAF and the Ministry of Natural Resources, while the C.A.s raise the remaining \$150,000 through levies on their member municipalities.

iv) Heritage Conservation

C.A.s own and operate 11 community museums. These museums are located in conservation areas and have an annual attendance of approximately 400,000 visitors. These museums receive approximately \$325,000 in

operating grants annually from the Ministry of Culture and Communications. Along with the 133,444 hectares of land which C.A.s have acquired, they inherited a significant number of historic buildings (i.e. mills, houses, commercial establishments, etc.). Many of these buildings have been reconstructed and are now managed and maintained by the C.A.s. **In addition, C.A.s currently act as custodians for the Ontario Heritage Foundation in the management of some 14 properties totaling 750 hectares.**

v) Conservation Education

In some of their conservation areas, C.A.s provide opportunities for conservation education as well. They currently operate 7 residential centres, 41 day use centres and 9 mobile centres. Most of these centres are operated on a cost recovery basis through the participating Boards of Education, although some are subsidized through the normal grants from the Ministry of Natural Resources. **Through this program, C.A.s have a significant impact on public attitudes towards resource management as they are in contact with 20,000 teachers and 400,000 students annually.** A number of Boards operate their own residential centres but may rely on C.A. lands closer to the major urban centres for day long field trips.

vi) Public Information

Approximately one (1) million members of the general public view displays, exhibits, and A-V presentations; attend resource management presentations to service clubs, youth groups, naturalist clubs, etc.; and read brochures, reports and other information produced by C.A.s. As well, approximately 1.1 million people (20% of the 5.6 million annual visitors) participate in interpretive programs or other outdoor skills programs in conservation areas each year. **The number of public contacts by C.A.s totals in excess of 2.5 million per year.**

SECTION 4 - Responsibilities

All of the previous reports and documents related to the mandate of C.A.s have either suggested a broad range of responsibilities, or indicated that the C.A.s should be limited to very specific responsibilities (Major Issues #1 and #3, Sect 2.2). Two other alternatives that exist are maintaining the status quo or eliminating C.A.s entirely. These latter two alternatives were considered in detail by the committee but were rejected in the final analysis. Ultimately, the committee arrived at its recommendation after carefully reviewing the implications of either broadening or restricting the responsibilities of C.A.s in specific program areas and then considering the positive and negative impacts of each approach.

4.1 STATUS QUO

Maintaining the status quo would mean that each of the 38 C.A.s would continue to be involved in a variety of programs as per Section 20 of the C.A. Act.

Operating without clearly defined responsibilities, their programs would overlap with the various resource ministries and this would perpetuate the public confusion that currently exists. The total number of members on C.A.s would remain at 937 and, therefore, due to the size of some C.A.s, Executive Committees would continue to operate as they have in the past. The total provincial funding would remain at \$42.3 million and the current regular (50% and 55%) and supplementary (5% to 30%) grant rates would continue. The drastic variations amongst C.A.s as outlined below would be maintained.

Watershed Populations	- ranging from 9,282 to 2,696,194
Watershed Assessments	- ranging from \$191 Million to \$89,749 Million
Participating Municipalities	- ranging from 1 to 42
Members	- ranging from 7 to 53
Budgets	- ranging from \$245,000 to \$19.6 Million
Permanent Staff	- ranging from 4 to 193
Area of Jurisdiction	- ranging from 215 square kilometres to 10,933 square kilometres

NOTE: The specific figures for each C.A. are outlined in Appendix 7.

The positive (PRO) and negative (CON) effects of maintaining the status quo can be summarized as follows:

- PRO - As lead ministry, MNR has assigned full responsibility for the protection of life and property from flooding to C.A.s where they exist. This clear separation of responsibility between MNR and C.A.s is generally well accepted and understood at both a municipal and provincial level.
- C.A.s have assumed responsibility for the protection of life and property from erosion, although there has never been a provincial policy on erosion or specific assignment of this responsibility to C.A.s. While provincial follow-up is still required, C.A.s are the most logical agencies to deliver this program.
- CON - Individual C.A.s, as they are presently organized, vary substantially in their assessment base, population, budgets, level of staffing, etc. Some of the smaller C.A.s do not have the resources to deliver a consistent level of service in specific program areas.
- The ability of C.A.s to opt in or out of any program or component thereof creates credibility problems in terms of a consistent approach to resource management across the Province.
- The issues raised by the ACAO of overall funding levels, organizational reform and changes to C.A. responsibilities would not be addressed.
- The division of responsibilities amongst the Ministries of Municipal Affairs, Natural Resources, and C.A.s for prevention, protection and emergency action along shoreline areas would remain unclear.

- While C.A.s were encouraged to develop recreational facilities on the lands that they have acquired, there has been ongoing criticism of their involvement in this area. Without a clear indication of C.A. responsibilities for outdoor recreation, conflicting opinions and deteriorating facilities will continue.
- With respect to extension services for private landowners, there has been duplication of effort and overlap between the programs of C.A.s and those of the Ministries of Natural Resources, and Agriculture and Food. The specific programs affected are forest management (particularly tree planting), fish and wildlife habitat management and agricultural soil erosion. Without a clear assignment of responsibility, the current inefficiencies and public confusion will continue.
- The number of members on some C.A.s is a concern of the Association of Municipalities of Ontario since it results in the Executive Committees making most of the decisions for the Authority without the input or involvement of all of the members.
- The amount of funding being allocated to the operation and maintenance of the existing physical plant may be substantially less than what is required to avoid major replacement costs in the future.
- Some C.A.s are actively involved in other aspects of water quantity management such as low flow augmentation and municipal water supply through the construction of multi-purpose dams and reservoirs. The responsibilities of C.A.s in these areas are unclear.
- Some C.A.s have been involved in water quality issues by collecting water samples for the Ministry of the Environment and resolving local non-point pollution problems. This situation results in duplication and overlap with the Ministry's responsibilities and, therefore, clarification is required.

- C.A.s have acquired a substantial acreage of wetlands and protected many significant areas through their mapping and regulation efforts. While MNR is the lead agency for the wetlands program, the responsibilities of C.A.s in this area must be clarified.

Since the negative effects (CON) of maintaining the status quo greatly outweigh the positive effects (PRO), this alternative was rejected by the committee.

4.2 ELIMINATION OF C.A.s

Although the 38 C.A.s have accumulated a substantial land base, constructed a significant number of water control structures and developed a wide range of recreation facilities, the committee considered elimination as an alternative. The positive (PRO) and negative (CON) effects of eliminating C.A.s can be summarized as follows:

- PRO - These 38 special purpose bodies would be eliminated, thus reducing government bureaucracy.
- The overhead costs of operating 38 separate administrative organizations would disappear.
 - The duplication of effort between C.A.s and the various resource Ministries in such programs as water quality, forest management, agricultural soil conservation, fish and wildlife management, and waste management would be eliminated. This would reduce public confusion and improve efficiency in these program areas.
 - MNR could reduce its nursery production by 2.6 million trees at a net saving of approximately \$350,000 per year. In addition, there could be some eventual savings through a reduction in capital facilities at the nurseries. This assumes that MNR would not replace the current C.A. efforts in tree planting on areas under 2 hectares and, therefore, the interested landowners would have to obtain their required planting stock from private nurseries.

- MAF would have a better working relationship with the farming community as it would be the only agency providing advice on all matters related to farm productivity (i.e. cropping, pest control, manure handling, soil erosion, etc.).
- In some areas, an expanded and more integrated system of local parks could be operated at the regional or county level.
- Soil conservation and water quality issues associated with agricultural lands could be addressed by the local Soil and Crop Improvement Associations since they have close ties to all aspects of food production.
- The Ministry of Education and the Boards of Education would be responsible for all aspects of education including subjects related to the wise use and management of natural resources.
- The 11 community museums and other historical structures of C.A.s could be operated in conjunction with similar facilities currently managed by County Museum Boards or Historical Societies. This would improve the efficiency of operations and generate more community spirit and involvement through voluntary staffing.

CON - WATER MANAGEMENT PROGRAM

- The ability to draw a group of municipalities together on a watershed basis to cooperatively address common water management problems would be lost.
- Any loss of existing local control over resource management decisions and other environmental matters would be objected to by many municipalities and environmental interest groups.
- Either MNR or the benefiting municipalities would have to operate and maintain the existing flood and erosion control structures and the associated land base.

- MNR would have to develop a mechanism to construct, operate and/or fund structural measures for the protection of existing development in flood or erosion prone areas.
- MNR or the affected municipalities would have to continue the C.A.'s prevention program of floodplain and fill line mapping, fill and construction regulations, municipal plan input and review, flood warning and forecasting, public education, advice on urban and rural drainage, etc.
- The staff expertise in dealing with flooding and erosion issues would have to be developed at the provincial or municipal level depending on the assignment of these responsibilities.
- MOE would lose field delivery agencies that it has used in the past to undertake specific research projects related to water quality improvement (i.e. Stratford-Avon Study, Lake Simcoe-Couchiching Study).
- MOE would have to collect all of the water samples for the Provincial Water Quality Monitoring Network. This would require an additional 1.7 person-years of staff time at a total cost of \$66,000.

CON - OUTDOOR RECREATION PROGRAM

- Regions, Counties or local municipalities would have to assume the management and operation of all conservation areas even though many do not have the desire, skill, or infrastructure to do so.
- While the Province would have to provide equivalent funding to the municipalities for the management of these recreational areas, most of them would not be considered as important as high-use facilities such as arenas, ball diamonds, soccer pitches, etc. Therefore, many of these recreation areas would be neglected and would deteriorate over time.
- The efficiencies achieved over time with a regional approach to the development of recreational facilities would be lost.

- The operation and maintenance of 11 community museums, the restoration and management of numerous historic structures and the protection of many archaeologically significant sites would have to be assumed by the Province, the municipalities or some local interest group (i.e. historical society).
- MNR would have to acquire, develop and manage the additional 3,900 hectares of property required to complete the Niagara Escarpment Park System and take over the management and development of the 9,600 hectares of land already owned by the C.A.s.

CON - OTHER RESOURCE MANAGEMENT PROGRAMS

- Private landowners with sites under 2 hectares in size would be faced with at least an 80% increase in the cost of tree planting and, therefore, many of these small sites might not get planted.
- MNR or the affected municipalities would have to assume ownership of the 60,586 hectares of forest land currently owned by C.A.s. They would also have to manage the 22,421 hectares of this total area that the C.A.s currently manage with their own staff.
- 14 person-years of private land extension work associated with agricultural soil conservation would be lost or would have to be replaced by MAF or the Soil and Crop Improvement Associations without the benefit of the current financial contributions from municipalities.
- The flow of information about, and educational programs on the benefits of water management, forest management, fish and wildlife management, and wetland protection would be substantially reduced or would have to be replaced by MNR. For the extent of these public contacts see Section 3.4.8 (vi)

- The Province would lose the assistance of local agencies that have been very actively involved in the acquisition and protection of 15,843 hectares of provincially and regionally significant wetlands.
- In terms of outdoor education, the Boards of Education would have to operate the 7 residential centres and 41 day-use centres currently owned by C.A.s, although some would not have the staff, funding, nor willingness to do so.

After considering all of the arguments both for and against elimination, the committee decided that C.A.s should continue to deliver defined responsibilities as outlined in the following section of this Report. As well, the committee endorses the three fundamental concepts of the Conservation Authorities movement as outlined previously in Section 3.3.

Recommendation #1

That Conservation Authorities should continue to operate on a watershed basis with strong local initiative and the sharing of project costs between the Province and the member municipalities.

4.3 RECOMMENDED RESPONSIBILITIES

In developing a recommendation on responsibilities, the committee considered all of the programs that C.A.s have been involved in to date. This included the following programs which the Association of Conservation Authorities of Ontario had suggested be reviewed to see if there was a potential for more efficient and effective delivery at the local level.

<u>Program</u>	<u>Lead Ministry</u>
1. Agreement Forests (County and C.A.)	Natural Resources
2. Rural Drainage Planning	Agriculture and Food
3. Shoreline Management	Natural Resources and Municipal Affairs
4. Provincial Parks (Locally and Regionally Significant)	Natural Resources

<u>Program</u>	<u>Lead Ministry</u>
5. Water Taking Permits	Environment
6. Agricultural Soil Conservation	Agriculture and Food
7. Urban Stormwater Management	Municipal Affairs, Environment, and Natural Resources
8. Private Land Forestry (Woodlands Improvement Act)	Natural Resources
9. Sewage Treatment Facility Operations (for small municipalities)	Environment
10. Water Quality Monitoring	Environment

Before outlining the committee's recommendation on responsibilities in detail, there are a few related points to be considered first. The appendix to the ACAO brief contained the following statement: "It is not suggested that such possible delegation of responsibility would occur uniformly across the Province, but that rather each instance would follow negotiations among the relevant provincial ministries and appropriate local agencies".

This statement recognizes that the resource issues may differ from one part of the Province to the other. However, it also points out the fact that at the present time there is such a variation in the interests and capabilities of the C.A.s that there could not be a uniform delegation of these responsibilities across the Province. The committee is sufficiently concerned about the inconsistent delivery of programs and services across the Province (Major Issues #2 & #4, Section 2.2) that its recommendation on responsibilities is tied to two other very important recommendations:

Recommendation #2

That once specific responsibilities have been assigned to C.A.s, individual C.A.s cannot decide to opt in or out of various programs or components thereof.

This means that once specific responsibilities have been assigned to C.A.s, then landowners, municipalities, provincial ministries, other agencies, and even the C.A.s themselves must realize that C.A.s are the only agency to deal with these programs. **The level of involvement or action required to address any given natural resource issue will still be decided by the individual C.A. after reviewing the extent of the local need.**

Recommendation #3

That the number of C.A.s in Southern Ontario should be reduced from 33 to approximately 18 through amalgamation. This reduction in the number of C.A.s should occur within two years of the adoption of this Report by the Province.

This will ensure that each C.A. will have the capability to deliver all assigned responsibilities in a consistent and equitable manner in all parts of the Province. The deadline will ensure that these amalgamations occur expeditiously since a protracted time frame would reduce the effectiveness of this whole exercise. The rationale for and benefits of amalgamation are discussed in detail in Section 5.2 of this report.

The following is another statement contained in the appendix to the ACAO brief. "In all of the foregoing areas, it will be important to differentiate between programs where the delivery is a joint provincial-municipal effort with shared funding, and those where the local level contracts to deliver a provincial service using provincial funding".

This statement indicates that some of the programs identified for delegation are currently operating as grantable programs (i.e. rural drainage planning, agricultural soil conservation, urban stormwater management, water quality monitoring) while others receive 100% provincial funding (i.e. provincial parks, private land forestry, etc.). It is recognized that the committee's recommendation on responsibilities will have a major impact on funding levels once the recommended grant rates have been identified (Major Issues #7, #8 & #9, Section 2.2). This subject is discussed in detail in Sections 6 and 7 of this report.

The term "lead ministry" is used throughout the following section on responsibilities. In the context of the report, this means that although more than one ministry may be involved in any given component, the lead ministry establishes the necessary policies and implementation procedures, develops provincial targets, sets provincial priorities, audits performance, and monitors results.

Recommendation #4

That the specific responsibilities of Conservation Authorities should be as follows:

4.3.1 Water Management Program

Recommendation #4(a) - That C.A.s be responsible for all aspects of flood control to protect lives and prevent property damage in both riverine locations and lakeshore areas including the Great Lakes.

Lead Ministry - Natural Resources

Explanation - C.A.s will continue to implement flood protection measures through the construction, operation, and maintenance of dams and reservoirs, channel improvements, dykes, and diversions or the acquisition of flood prone property where these are deemed to be the most cost-effective solutions to existing flooding problems. **However, C.A.s are not responsible for flood protection works along the Great Lakes shoreline at the present time.** This is excluded because the involvement of the federal and provincial governments in such a program has not yet been finalized.

C.A.s will also carry on with their flood prevention activities to ensure that improper development does not occur in floodplain areas or that the effects of development on upstream or downstream areas are clearly identified and minimized. These activities include floodplain and fill line mapping; fill, construction

and alteration to waterways regulations; municipal plan input and review; and commenting on urban stormwater management plans and rural drainage proposals. The C.A.s will also be responsible for operating an effective flood warning and forecasting system for the watersheds under their jurisdiction, as well as providing assistance to their member municipalities in preparing, updating and/or implementing flood contingency plans.

The Lakes and Rivers Improvement Act should be replaced with new legislation that will enable MNR to protect lives and prevent property damage from flooding and erosion in areas not under the jurisdiction of a C.A. **Wherever C.A.s exist, they will have the sole responsibility for all aspects of such legislation.** This new legislation should be designed to address the issues of flooding and erosion only. Other interests related to water management (i.e. the protection of fisheries habitat) should be addressed in legislation specifically created for that particular purpose.

Recommendation #4(b) - That C.A.s be responsible for all aspects of erosion control to protect lives and prevent property damage in both riverine locations and lakeshore areas including the Great Lakes.

Lead Ministry - Natural Resources

Explanation - C.A.s will continue to implement erosion control measures through the construction and maintenance of retaining walls, groynes and other stabilization methods or the acquisition of erosion prone property where these are deemed to be the most cost-effective solutions to existing problems. **However C.A.s are not responsible for erosion protection works along the Great Lakes shoreline at the present time.** This is excluded because the involvement of the

federal and provincial governments in such a program has not yet been finalized.

C.A.s will also carry on with such prevention measures as identifying erosion prone areas, mapping the extent of the hazard, controlling development in these areas through their fill, construction and alteration to waterways regulations and reviewing and providing input to any municipal plans that affect existing or future erosion problems. They will also comment on any urban stormwater plans and/or rural drainage proposals that could have an effect on the rate of erosion and thus impact on property owners in upstream or downstream areas.

Recommendation #4(c) - That C.A.s not be responsible for point pollution (i.e. sewage treatment facilities, discharges from industrial plants, etc.).

Lead Ministry - Environment

Explanation - C.A.s will not plan, design, implement, operate nor fund any structural works or other activities related to point pollution. C.A.s will not get involved in the operation of smaller sewage treatment plants even if requested to do so by the municipalities that own the facilities. The only input that C.A.s will have to the location and design of such plants and facilities will be through their responsibilities for mapping flood and erosion prone areas and enforcing fill, construction and alteration to waterways regulations.

Recommendation #4(d) - That C.A.s have limited responsibilities for non-point pollution (i.e. surface runoff from primarily agricultural and urbanized areas).

Lead Ministry - Environment

Explanation - C.A.s will continue with their involvement in urban stormwater management plans, rural drainage proposals, erosion control along natural watercourses and lakes, and soil erosion from non-agricultural lands. C.A.s will not be responsible for non-point pollution from agricultural lands and municipal drains. The responsibilities of C.A.s for each of the aforementioned activities is spelled out in detail under the separate listing for each responsibility (See Recommendation #3(g),(h),(s)). C.A.s could undertake research on and/or become involved in resolving non-point pollution problems in specified areas if the appropriate ministry enters into a contract for these services and provides the necessary funding.

Recommendation #4(e) - That C.A.s be responsible for low flow augmentation.

Lead Ministry - Environment

Explanation - C.A.s will continue to augment natural streamflow particularly during low periods through the operation of the 247 dams and reservoirs under their control. This will ensure adequate flows to handle any discharges to these watercourses from sewage treatment facilities and industrial operations. This augmentation will maintain the base flows required for various other interests as well (i.e. water supply, fisheries, etc.). Since these structures are also important in terms of flood control, recreation and as sources of municipal water, their operation will have to maximize the benefits in all areas including low flow augmentation. In cooperation with MOE and their member municipalities, C.A.s will design, construct and operate additional dams and reservoirs where these are deemed

to be cost effective solutions to one or more water management problems in a given area.

Recommendation #4(f) - That C.A.s not be responsible for water taking permits.

Lead Ministry - Environment

Explanation - C.A.s will not be involved in issuing water taking permits and, therefore, subsection 28(a) of The Conservation Authorities Act should be repealed. This subsection gives C.A.s the power to regulate the use of water from any natural or man-made body of water and duplicates Section 20 of The Ontario Water Resources Act. This latter piece of legislation requires anyone who withdraws in excess of 50,000 litres of water per day from any surface watercourse, reservoir or lake to obtain a permit from the Ministry of Environment.

Currently, there are approximately 6,200 permits that have been issued to industrial, agricultural, and other interests under the Permit to Take Water Program. Of the total, 4,500 permits are issued for agricultural irrigation primarily in Southwestern and Southeastern Ontario. MOE handles approximately 650 new permits or renewals per year and this level of involvement requires 17 person-years of staff time.

Recognizing the inextricable link between water quality and quantity concerns, the Permit to Take Water Program allows MOE to manage water quantity on a watershed basis with a view to multiple water use concerns, including water quality issues. Retaining this responsibility enables MOE to tie this program into its associated water management programs, such as interference mediation, ground water management, water quality assessments and approvals (Certificates of Approval, Orders, Notices) as well as its related enforcement activities under the Ontario Water Resources Act and other environmental legislation. This program provides MOE with the legal tool to manage low flow augmentation

for waste assimilation and also governs the operation of reservoirs by Conservation Authorities.

Recommendation #4(g) - That C.A.s have limited responsibilities for urban drainage.

Lead Ministries - Environment and Natural Resources

Explanation - C.A.s will undertake surveys and studies to assess the effect of urban development on surface runoff and establish overall targets for allowable increases in flows to receiving watercourses. C.A.s will review and provide input to master drainage plans prepared by municipalities for urbanizing watersheds or sub-watersheds. C.A.s will review and provide comments to municipalities on the stormwater management plans prepared by developers of specific properties. C.A.s will not prepare nor fund the preparation of these master drainage and stormwater management plans. C.A.s will not be responsible for implementing nor operating any structural works or other measures related to urban stormwater management. C.A.s will monitor the effect of urban development in terms of increased flows and ensure that the impact on downstream areas is clearly identified on all floodplain mapping.

Recommendation #4(h) - That C.A.s have limited responsibilities for rural drainage.

Lead Ministry - Agriculture and Food

Explanation - C.A.s will undertake surveys and studies to assess the effect of rural drainage on surface runoff and target allowable increases in the flows of receiving watercourses. C.A.s can request and pay for environmental appraisals of the effects of any proposed drainage works as per The Drainage Act (Section 6(1)). C.A.s will review and comment on all drainage petitions and the engineer's report on any drainage works that an initiating municipality intends to pursue under The Drainage Act (Sections 78(2) and 41(1)(f) respectively). With respect to this

input C.A.s will concentrate on the water quantity issues. The water quality and fisheries concerns will be addressed by the Ministries of Environment and Natural Resources.

C.A.s can prepare preliminary surveys for and the detailed design of major channelization projects that provide a combination of flood control and drainage benefits to a large number of landowners in one or more of its member municipalities. However, C.A.s will not be responsible for the implementation, operation or maintenance of any municipal drains or other remedial measures that are primarily related to rural drainage problems. The affected municipalities will be responsible for the construction and maintenance of all municipal drains and related works under The Drainage Act.

Recommendation #4(i) - That C.A.s be responsible for wetlands that act as significant natural flood storage and flow augmentation areas.

Lead Ministry - Natural Resources

Explanation - C.A.s will continue to acquire, manage and protect significant wetlands that act as natural reservoirs particularly during the spring freshet and thus reduce flooding in downstream locations. These areas also act as detention areas by delaying surface runoff and slowly releasing the water over a period of time. This augmentation of streamflows is particularly critical during the summer months when precipitation may be limited. C.A.s will conduct the necessary surveys and studies to identify those wetlands that are critical from the standpoint of natural flood storage and flow augmentation. C.A.s will implement fill, construction and alteration to waterways

regulations to ensure that these areas are not destroyed or their storage capacity reduced through improper development.

Recommendation #4(j) - That C.A.s be responsible for collecting water samples for the Provincial Water Quality Monitoring Network.

Lead Ministry - Environment

Explanation - C.A.s will collect water samples from all locations (currently 564) in their areas of jurisdiction and provide these samples to MOE for water quality testing. C.A.s will supply the manpower and transportation to collect these samples in return for the use of the water quality data. The estimated resources required from all of the C.A.s for this program will be 3 person-years at an approximate cost of \$120,000. This level of involvement will only involve an additional 1.3 person-years of staff time at a cost of approximately \$54,000.

MOE will continue to pay for all laboratory analytical costs (\$500,000 per annum) and the shipping costs for the samples. MOE will also train the C.A. staff in sample collection procedures and provide all sampling supplies and field sampling equipment.

Recommendation #4(k) - That C.A.s have limited responsibilities for water supply.

Lead Ministry - Environment

Explanation - A limited number of the reservoirs owned and operated by C.A.s provide a source of water for a few municipal water supply systems as well as specific industrial and agricultural users in certain locations. Since these structures are also important in terms of flood control, low flow augmentation and recreation, the C.A.s will continue to operate the reservoirs to maximize the benefits for all of these interests. In cooperation with MOE and their member municipalities, C.A.s will design, construct, and operate additional dams and reservoirs where these are

deemed to be cost effective solutions to one or more water management problems in a given area.

4.3.2 Outdoor Recreation Program

Recommendation #4(l) - That C.A.s not be responsible for provincially significant parks.

Lead Ministry - Natural Resources

Explanation - C.A.s will not be involved in planning, designing, implementing, operating, nor funding any parks that are deemed to be provincially significant. Since there may be a few existing Conservation Areas that would qualify as provincially significant parks, all of the existing conservation areas should be reviewed to see if any of these properties should become provincial parks.

Recommendation #4(m) - That C.A.s have limited responsibilities for the Niagara Escarpment Parks System.

Lead Ministry - Natural Resources

Explanation - C.A.s will continue to develop and manage the 9,600 hectares of land they own on the Niagara Escarpment. This land is located all along the escarpment and forms the basis for 6 nodal parks and 70 other parks under the Niagara Escarpment Parks System. C.A.s will be responsible for the expansion of these parks through the acquisition, development, and maintenance of an additional 3,725 hectares of land as per the approved Niagara Escarpment Land Acquisition Plan. The cost to acquire this additional land was estimated at \$16.9 million in 1981. This funding will be provided by MNR

through the Niagara Escarpment Fund which is administered by MNR and the Ontario Heritage Foundation.

Recommendation #4(n) - That C.A.s be responsible for regionally significant parks.

Lead Ministry - Natural Resources

Explanation - C.A.s will plan, design, develop, operate and maintain those regionally significant parks which they currently own. C.A.s will involve the private sector in the management, operation and maintenance of these parks wherever feasible.. The decision to expand or upgrade an existing park must be based on a careful assessment of the current supply of recreational opportunities from both the public and private sector against the existing or projected demands in the market area to be served. All of this analysis must be documented in a master plan for each park. The development of additional recreational facilities as proposed in the plan will require the approval of the Minister of Natural Resources.

Before acquiring any additional regionally significant parks, the C.A.s must assess the interest of the private sector in providing the required facilities. If there is sufficient interest, the C.A.s will encourage and facilitate the involvement of the private sector in the provision of these recreational opportunities. A certain number of municipalities have the staff and resources to acquire, develop, and manage their own regionally significant parks. Some municipalities may be able to work cooperatively with the private sector in the development and management of various types of recreational facilities. These municipalities should be encouraged to continue this involvement and expand their efforts wherever possible.

C.A.s should concentrate their efforts on the protection of natural areas, conservation of valleylands, and preservation of wetlands. Any major investments in recreational facilities in the future should

be the responsibility of the private sector or municipal governments.

To qualify as regionally significant, a park should be a minimum of approximately 10 hectares, should draw the majority of its users from two or more member municipalities, and should provide a full range of natural features (i.e. lake, reservoir or watercourse, wooded area, open space) as well as intensive recreation facilities (i.e. campground, beach or pool, picnic area, etc.). MNR will continue to provide grant funding for the acquisition, development, upgrading or reconstruction of facilities in all regionally significant parks operated by C.A.s as Conservation Areas.

Currently there are a few Provincial Parks, particularly in Southern Ontario, that would qualify as regionally significant parks due to their size, market area, features and facilities. All of the existing provincial parks should be reviewed to see if some of these properties should become conservation areas. In this regard it is anticipated that only a very limited number of Provincial Parks would be affected by this proposal.

Recommendation #4(o) - That C.A.s not be responsible for locally significant parks.

Lead Ministry - Tourism and Recreation

Explanation - Local municipalities are responsible for planning, designing, acquiring, developing, operating and maintaining locally significant parks. A number of existing conservation areas are locally significant parks that only serve the residents in the immediate area. All existing conservation areas should be reviewed to see which of these properties should be transferred to the appropriate municipality, an interested service club or the private sector for development, operation and maintenance.

Where a municipality or group of municipalities does not have the staff or other resources to manage these local parks, they can contract with the appropriate C.A. or the private sector for this

service. MNR will not provide grant funding to C.A.s for the acquisition or development of local parks in the future. Any financial assistance to the local municipalities would have to come from the Ministry of Tourism and Recreation (MTR).

NOTE: As indicated previously, MNR, MTR, the C.A.s, their member municipalities, and other interested groups should all be involved in a review of the existing provincial parks and conservation areas to determine which are provincially, regionally or locally significant parks.

Recommendation #4(p) - That C.A.s have limited responsibilities for heritage conservation.

Lead Ministry - Culture and Communications

Explanation - C.A.s will continue to be involved in the restoration, reconstruction, operation and maintenance of the 11 community museums and numerous other historic buildings and structures which they currently own. They will also be responsible for the preservation and protection of any archaeologically significant sites located on their lands. Funding for these efforts will continue to be provided by the Ministry of Culture and Communications (MCC). Any expanded efforts in this component will only occur on existing historic sites to the extent that such an expansion has been planned by the C.A. and approved by MCC.

4.3.3 Other Resource Management Programs

Recommendation #4(q) - That C.A.s have limited responsibilities for forest management.

Lead Ministry - Natural Resources

Explanation - C.A.s, where they exist, will be responsible for tree planting on all private lands as well as their

own properties, and municipal lands. MNR will transfer approximately \$1 million from its forest management allocations to the transfer payments to C.A.s for this additional responsibility in tree planting.

C.A.s will manage all woodlots on their own lands including those areas currently under agreement with MNR. They will also be responsible for the management of all forest lands owned by Counties and Regional Municipalities once the existing agreements have been transferred from MNR to the appropriate C.A.s. With respect to financial reconciliation, the province should return any surpluses in the Agreement Forest accounts to the appropriate C.A., County or Regional Municipality. For those Agreement Forest accounts with outstanding management costs, the province should write off these debts. The C.A.s that assume responsibility for the management of these lands should identify these outstanding debts in their financial records and recover these costs through future harvests of wood products from the Agreement Forests. MNR will transfer approximately \$1.5 million from its forest management allocations to the transfer payments to C.A.s for this additional responsibility with Agreement Forests.

MNR will provide all management advisory services to private landowners. These services include marking trees, providing advice on tending and harvesting operations as well as marketing information. MNR will continue to manage existing woodlots and reforested areas on private property through landowner agreements under the Woodlands Improvement Act. MNR can contract with specific C.A.s to deliver the WIA program in specific municipalities if all parties are in agreement. MNR will provide the funding for such contractual arrangements through its forest management allocations.

MNR will continue to operate the provincial tree nurseries, undertake research programs, inventory supplies of fibre and target production. The Ministry will also coordinate the marketing of forest products in Southern Ontario.

Recommendation #4(r) - That C.A.s have limited responsibilities for fish and wildlife management.

Lead Ministry - Natural Resources

Explanation - C.A.s will be responsible for fish and wildlife management on their own lands through management planning, habitat improvement, and the rearing and/or stocking of indigenous species where appropriate. C.A.s will only be involved in habitat improvement on municipal and private property through specific approved projects under the Community Fisheries Involvement Program (C.F.I.P.) and the Community Wildlife Involvement Program (C.W.I.P.). MNR will continue to be responsible for all research efforts, inventory of existing populations, the operation of provincial hatcheries, stocking efforts, enforcement of fish and game laws, etc.

Recommendation #4(s) - That C.A.s have limited responsibilities for soil erosion and sediment control.

Lead Ministries - Agriculture and Food
and Natural Resources

Explanation - C.A.s will not be responsible for any aspect of soil erosion and sediment control on agricultural lands and municipal drains. Ministry of Agriculture and Food (MAF) will be involved in planning, designing, implementing and funding any remedial measures on agricultural lands through programs such as the Ontario Soil Conservation and Environmental Protection Assistance Program (O.S.C.E.P.A.P.). The current agreements between 12 C.A.s and MAF for cooperative efforts under this program will not be renewed. MNR's share of the current funding allocation for this program will be transferred to other priorities in the C.A. program.

On MNR's behalf, C.A.s will be responsible for soil erosion and sediment control on their own properties, non-agricultural lands and along natural watercourses. C.A.s will be involved in planning, designing, implementing, and funding projects in these areas.

Recommendation #4(t) - That C.A.s have limited responsibilities for wetlands that protect significant areas of flora and fauna.

Lead Ministry - Natural Resources

Explanation - C.A.s will continue to manage those wetlands which they own and which act as protected areas for significant species of flora and fauna. C.A.s will enlarge these existing areas through the acquisition of additional property to the extent that these expansions have been planned by the C.A. and have been approved by MNR.

Recommendation #4(u) - That C.A.s have limited responsibilities for areas of natural and scientific interest (A.N.S.I.'s) as well as significant areas of Carolinian flora and fauna.

Lead Ministry - Natural Resources

Explanation - C.A.s will continue to protect and manage those properties which they currently own that have been designated as ANSI's by MNR or contain significant areas of Carolinian flora and fauna as identified under the Carolinian Canada program. C.A.s will enlarge their land holdings in these locations through the acquisition and management of additional property to the extent that this has been planned by the C.A. and these expansions have been approved by MNR.

Recommendation #4(v) - That C.A.s not be responsible for any aspect of waste management.

Lead Ministry - Environment

Explanation - C.A.s will not be involved in planning, coordinating, designing, implementing, operating nor funding any projects or activities related to waste management.

Recommendation #4(w) - That C.A.s have limited responsibilities for conservation education.

Lead Ministry - Education

Explanation - C.A.s can plan, design, implement and operate conservation education centres for use by school children if the Ministry of Education, a school board, or a group of school boards enters into a contract with the Authority for these services. The contracting agency must provide the funding for the capital and operating costs of these outdoor education centres. All outdoor education centres owned by C.A.s must be operated on a cost recovery basis.

Recommendation #4(x) - That C.A.s be responsible for providing information to the public on specific natural resource management programs.

Lead Ministries - All

Explanation - C.A.s will continue to be involved in educating and informing the public about resource management. In this regard, they will work cooperatively with the appropriate lead ministries to develop brochures, presentations and displays that will stress the benefits of conservation. The information programs that C.A.s will have total or limited responsibility for include: flood and erosion control to protect lives and prevent property damage, urban and rural drainage, wetlands, Niagara Escarpment and regionally significant parks, heritage

conservation, forest management, fish and wildlife management, soil erosion and sediment control on non-agricultural lands and along natural watercourses. C.A.s will not be responsible for any aspect of public information programs related to point pollution, water taking permits, water supply, soil erosion and sediment control on agricultural lands and municipal drains, and waste management.

SECTION 5 - Effectiveness, Efficiency and Accountability

Before the effectiveness, efficiency and accountability of the C.A. program could be considered by the committee, a simple definition for each term was required. The following definitions were agreed to in this regard.

Effectiveness is the degree to which a program makes sense, achieves its objectives and produces desirable results.

Efficiency is the production of desired results or outputs without wasting time, material or money.

Accountability means that an organization is responsible to someone for its decisions and actions and can provide sound, logical reasons for decisions reached and actions taken.

5.1 RESPONSIBILITIES

Once the provincial and municipal partners in this program agree on the responsibilities of C.A.s as per Recommendation #3, there should be some real improvements in terms of effectiveness, efficiency and accountability. In particular, the elimination of any duplication of effort and overlap between the programs of the resource ministries and similar programs of the C.A.s should result in more efficient operations on both sides. It should also reduce public confusion by clarifying exactly who is responsible for what when it comes to natural resource management in the province. A clear understanding of responsibilities will enable the C.A.s to concentrate their efforts on specific programs and thus produce high quality results in a more cost-effective manner.

As indicated previously, one of the conditions for assigning specific responsibilities to the C.A.s will be that individual C.A.s cannot opt out of programs or components thereof once these have been agreed upon. This will ensure that these programs and related services are delivered in a consistent manner where required across the Province. As an end result, C.A.s will become more accountable to the Province and the participating municipalities for their actions or inaction in this regard.

5.2. AMALGAMATION OF CONSERVATION AUTHORITIES

Recommendation #2 on page 30 of this report states that "THE NUMBER OF C.A.s IN SOUTHERN ONTARIO SHOULD BE REDUCED FROM 33 TO APPROXIMATELY 18 THROUGH AMALGAMATION. THIS REDUCTION IN THE NUMBER OF C.A.s SHOULD OCCUR WITHIN TWO YEARS OF THE ADOPTION OF THIS REPORT BY THE PROVINCE". The following section outlines the rationale for and benefits of said amalgamations.

The 38 existing C.A.s vary significantly in terms of their local financial base as well as their interest in and capability to deliver specific programs or components thereof (Major Issue #4, Section 2.2). In terms of their local financial base, this is affected by the number of urban vs rural municipalities and, hence, the total population and assessment in a given watershed.. The local ability to pay is a function of these basic factors and affects the local contributions toward new capital projects as well as the ongoing administrative and operational costs of the C.A.s.

Another major consideration is the willingness of municipalities to participate in the costs of the C.A. program. Since each municipality determines the use of the unconditional grants that it receives from the province as well as the money it raises through property taxes, local priorities often affect the contributions to C.A.s as well. For specific municipalities or a number of municipalities in specific areas of the Province, the ability to raise the local levy for capital projects of C.A.s is also affected by their current debt load in terms of debentures for other major capital works.

All of this translates into drastic variations amongst the 38 C.A.s in terms of the size of their budgets and the number of permanent staff available for program delivery. The specific figures for each C.A. are outlined in Appendix 7. The extent of these variations are best summarized by the following numbers:

Watershed Populations	- ranging from 9,282 to 2,696,194
Watershed Assessments	- ranging from \$191 Million to \$89,749 Million
Participating Municipalities	- ranging from 1 to 42
Members	- ranging from 7 to 53
Budgets	- ranging from \$245,000 to \$19.6 Million
Permanent Staff	- ranging from 4 to 193
Area of Jurisdiction	- ranging from 215 square kilometres to 10,933 square kilometres

As indicated previously (Section 4.3) one of the major concerns of the committee was the inconsistent delivery of programs and services across the province by C.A.s. The assignment of specific responsibilities to C.A.s is therefore conditional on the number of C.A.s being reduced through amalgamation of the smaller units. This will ensure that all C.A.s will have the resources and capability to deliver all assigned responsibilities in a consistent and equitable manner across the Province. As well, through economies of scale these amalgamated C.A.s should operate more efficiently and thus deliver additional outputs in a more effective manner.

As indicated on Figure 1 and in Appendix 5(ii), there are still a few small areas along the Ottawa and St. Lawrence Rivers, around Lakes Simcoe and Couchiching and in a few other locations in Southern Ontario that are not under the jurisdiction of C.A.s. To achieve complete consistency in program delivery, these areas should be brought under the jurisdiction of an adjoining C.A.

Clearly the physical distance separating the 5 C.A.s in Northern Ontario precludes amalgamation for any of these organizations. It should also be noted that the changes proposed in Section 6.2 means that the watershed area of a C.A. would no longer be a factor in determining grant rates. Therefore it would be appropriate to reduce the jurisdictional boundaries of some of the C.A.s in Northern Ontario. This adjustment would exclude large areas of crown land and allow the C.A.s to concentrate their efforts on the resource problems in and around the more populated areas of their watersheds. It would also serve to

reinforce the provincial responsibility for the delivery of natural resource management programs on crown land, particularly in Northern Ontario.

Recommendation #5

That the five (5) C.A.s in Northern Ontario be retained as distinct, separate units. The boundaries of some of these C.A.s should be adjusted to concentrate their attention and effort on the organized municipalities and hence privately-owned property in their local area.

In considering the situation in Southern Ontario, the committee felt that it should be possible to reduce the number of C.A.s from 33 to approximately 18 larger units. In this regard, the committee established the following basic parameters as a guide to determine which C.A.s should be amalgamated.

5.2.1 Parameters for Amalgamations

The parameters for the amalgamation of C.A.s in Southern Ontario are as follows:

- i) must be based on a watershed or contiguous group of watersheds**
- ii) should have a minimum population of 150,000**
- iii) should have a minimum of \$2.5 billion in discounted equalized assessment**
- iv) should have a maximum distance of approximately 65 kilometres and/or travel time of approximately one hour from a centrally located office to any outlying part of a C.A.'s area of jurisdiction or vice versa.**
- v) should be able to employ a minimum of approximately 10 administrative and clerical staff and approximately 20 professional/technical staff based on an analysis of the individual requirements of each amalgamated C.A.**

- vi) generally should not divide existing C.A.s; however, this may be necessary in a few locations
- vii) although an existing C.A. may be able to satisfy all of the above on its own, there has to be a unified approach to ensure that all C.A.s qualify.

Using these parameters, the committee has developed a proposal that achieves the reduction from 33 C.A.s in Southern Ontario to 18 (see Appendix 9). Before the province reaches a final decision in this regard, there should be extensive consultation with all of the affected C.A.s and their member municipalities. However, if the province wants to see the efficiency and effectiveness of the C.A. program improve as a result of amalgamations, it will have to establish specific targets and deadlines for this exercise.

5.2.2 PRO and CON of Amalgamation

The positive (PRO) and negative (CON) effects of reducing the number of C.A.s in Southern Ontario to 18 through amalgamation can be summarized as follows:

- PRO
- Improves the efficiency of the C.A.s and thus the effectiveness of the program should improve as well since the C.A.s can achieve their objectives and produce the desired output in a more expeditious manner.
 - Economies of scale will result in an improved level of service with less administrative overhead (i.e fewer offices and senior administrative staff) and more professional/technical staff for the delivery of tangible outputs.
 - Ensures C.A.s have sufficient workload and financial base to pay the salaries required to employ qualified staff with the necessary experience to deliver the assigned program responsibilities.

- Larger C.A.s delivering programs in a consistent manner will benefit from a broader financial base, thus ensuring a more equitable distribution of the municipal share of ongoing administrative and operational costs.
- With a clear definition of responsibilities and consistent action by all C.A.s, these larger units will provide a more constant, capable delivery agent for the province to rely on in the future.
- Approximately 40 additional professional/technical staff at a total salary of approximately \$1,100,000 would be required for consistent program delivery in the field. In terms of cost saving, approximately 75 duplicated senior staff positions with a net total salary of \$1,400,000 would be eliminated. This net figure represents the remainder of the salaries for the senior staff of all of the C.A.s affected by the proposed amalgamations after this total has been reduced by a reasonable salary level for the senior staff positions required by the amalgamated C.A.s. The net result would be approximately 35 positions eliminated and a saving of approximately \$300,000. To the extent possible, the positions being eliminated could be phased out and the reduction achieved in part through attrition. With the other redundant positions every attempt would be made to place individuals in comparable positions in other C.A.s or develop a retraining program to prepare them for other positions in the amalgamated C.A.s.
- There will be more effective resource management planning and implementation on a larger regional basis across political boundaries.
- Amalgamation of the C.A.s into larger units ensures that the necessary level of resources are committed to the priority areas in an efficient and effective manner. While staff and equipment can be shared amongst existing C.A.s, this approach still results in problems of ownership and difficulties with internal scheduling.

- CON - May be viewed as a move akin to regional government or the creation of regional school boards with the resultant loss of local control and the potential for major cost increases (i.e. salaries).
- Some of the amalgamated units may be viewed as being too large in area to properly service from one central location and the outlying municipalities may be concerned that their requirements will be overlooked.
 - The creation of these larger units may result in a dilution of program delivery to the individual property owner at the local level (i.e. as compared to MAF operating at a county/region level).
 - The loss of approximately 35 permanent jobs will adversely affect local unemployment particularly in southwestern and eastern Ontario.
 - The shift of employment from several locations to a few more central locations will have a negative impact in terms of unemployment and the loss of economic spinoffs for a number of smaller communities.

5.3 MEMBERSHIP REDUCTION

Of the current total of 937 members on C.A.s, 822 are appointed by the participating municipalities and 115 are appointed by the province. As indicated previously, the number of members on an individual C.A. ranges from a low of 7 to a high of 50. Due to the size of their membership, 27 C.A.s appoint Executive Committees to oversee their ongoing operations. All of the members on these C.A.s meet at least twice a year as a Full Authority to consider and approve major items of business (i.e. budget approval, policy decisions, senior staff changes, etc.). The other 11 C.A.s have memberships of approximately 20 or less and do not appoint Executive Committees. These C.A.s meet on at least a monthly basis to deal with all matters of business as a Full Authority.

The size of membership on some C.A.s, the powers of Executive Committees and the involvement and accountability of the majority of members on C.A.s have been concerns of the Association of Municipalities of Ontario (A.M.O.) and particularly their County and Regional Section for a number of years. (Major Issue #5, Section 2.2). AMO has pointed out that currently there are 937 members on 38 C.A.s overseeing total annual expenditures of approximately \$95 million. For the sake of comparison, there are 335 members on the 43 Health Boards in the province that are responsible for total expenditures of \$153 million per year. Clearly the C.A.s could operate more efficiently and effectively with fewer members and at the same time achieve major improvements in the accountability of their members to their municipalities and the watershed residents.

With the reduction of the number of C.A.s as recommended in the previous section, some of these larger units could have as many as 90 members. This would certainly necessitate the use of Executive Committees and thus remove an even larger number of members from the regular activities and ongoing operations of the C.A.s. All of this would compound the problem from AMO's perspective and result in the majority of members having less involvement in and, hence, accountability for the policies and decision-making of the C.A.s.

Recommendation #6

That the membership on C.A.s be reduced from 937 to approximately 337. The municipal members should be appointed by the Regional Municipalities, Restructured County of Oxford, Counties (in conjunction with Separated Towns and Townships) and Cities.

The following sections outline how this reduction can be achieved and Appendix 9 provides a proposal in this regard. Appendix 10 provides a detailed breakdown of the number of municipal members as per the proposal.

5.3.1 Current Appointments

The following is a brief description of the current method of appointing members to C.A.s as per the Conservation Authorities Act (See Appendix 11).

- All Regional municipalities and the restructured County of Oxford appoint members based on the population of the individual area municipalities within a given C.A..
- All other local municipalities (i.e. Cities, Separated Towns and Townships, Towns, Townships and Villages) appoint members based on their population within a given C.A. In all cases, the number of members appointed are consistent with Section 2(2) of the C.A. Act.
- The Counties are not involved in the appointment of members to C.A.s.
- The Province appoints 8 members to the Grand River C.A., and 2 members each to the Upper Thames River, Niagara Peninsula, Crowe Valley, and Prince Edward Region C.A.s. All other C.A.s have 3 provincial appointments.

NOTE: Several years ago, the Grand River C.A. and the Long Point Region C.A. used Section 8 and then Section 2(2) of the C.A. Act to reduce their membership. The Metropolitan Toronto and Region C.A., Upper Thames River C.A., and Niagara Peninsula C.A. have recently used the same procedure to reduce their membership from 52, 42, and 34 respectively to 31, 33, and 22 respectively.

5.3.2 Recommended Approach

- The number of members appointed per the population figures in Section 2(2) of the C.A. Act would remain unchanged.

- Regional municipalities and the restructured County of Oxford would appoint members to the C.A. based on recommendations from their area municipalities as follows:
 - All area municipalities with a population over 50,000 in a given C.A. would be entitled to the appropriate number of representatives as per Section 2(2) of the Act.
 - All area municipalities with individual populations under 50,000 in a given C.A. would be grouped as one municipality as per Section 8 of the Conservation Authorities Act and would appoint the number of members to the C.A. as per Section 2(2) of the Act.
- Cities would appoint members to a C.A. based on their population as they have in the past.
- All Separated Towns and Townships, as well as Townships, Towns and Villages within a given County would be grouped as one municipality for the purpose of appointing members to the C.A. as per Section 8 of the C.A. Act. Based on the County's population (excluding Cities) plus the Separated Towns and Townships within a given C.A., the County Council, in concert with the Councils of the Separated Towns and Townships, would decide on the members to be appointed consistent with the numbers prescribed in Section 2(2) of the Act.
- Provincial appointments would be based on one for every ten municipal members or part thereof (i.e. 12 municipal members would mean that there would be 2 provincial appointees). There would be a minimum of two provincial appointees on each C.A.
- The number of members on a C.A. will be no fewer than eight (8) and Section 14(2) of the Act will be used to achieve this minimum.

- If any county has a population of less than 1,000 within a given C.A. it will share a member with an adjoining county.
- The Cities of Hamilton, Thunder Bay, Metro Toronto, and Windsor would have the same number of representatives as all other participating municipalities combined.

NOTE: All of the above should serve only as a guideline for the establishment of appropriate representation on a C.A. by C.A. basis. The actual grouping of municipalities and final numbers of representatives as deemed appropriate should be defined by Order-in-Council.

5.3.4 PRO and CON of Membership Reduction

The positive (PRO) and negative (CON) effects of reducing the number of members from 937 to approximately 337 can be summarized as follows:

- PRO
- AMO's concern about the size of membership of some C.A.s and the power of Executive Committees will be addressed. In this regard, the size of individual memberships would be such that all but two C.A.s should not require an Executive Committee and will, therefore, be able to meet regularly as a Full Authority. This would keep all members actively involved in the policy setting and decision making process. This involvement should improve the accountability to their municipal councils and watershed residents.
 - Considering the size of budgets and extent of programs currently delivered, the Province and municipalities cannot afford to have the large number of members currently involved in C.A.s (i.e. when compared to Health Boards).
 - The membership reduction would result in a net saving of approximately \$450,000 in per diems and expenses.
 - Appointments by the regions, counties and cities based on their population within the watershed(s), would result in a more equitable distribution of representatives from the urban and rural areas (i.e. fairer representation by population).

- Such a reduction would create more competition for a limited number of positions and could result in more interested and dedicated members.
- CON
- Eliminates the idea of each and every local municipality having a vote on Authority matters.
 - There could be a perception that local input to the decisions of C.A.s has been lost.
 - There would be a loss of 533 positions for appointments by municipalities and 67 positions for appointments by the Province.
 - The redistribution of control from the lower tier (towns, villages, townships) to the upper tier (Counties) level of municipal government could cause concern in some areas.

5.4 MUNICIPAL LEVIES

5.4.1 Current Levy Apportionment

The following briefly describes the current method of apportioning the local share of C.A. costs as per the C.A. Act (see Appendix 12). The majority of large capital projects are levied on a special benefiting basis with one or a few municipalities bearing the local share of the cost based on the benefits of the project. At the present time, Metropolitan Toronto is the only participating municipality in a C.A. that raises its share of the cost of major capital projects through debentures. The balance of the participating municipalities raise the local levy through taxation in the current year.

In a few situations, the maintenance costs of some dams and conservation areas are levied on one or a few special benefiting municipalities as well. The local share of many smaller capital projects, the majority of maintenance costs, and all administration and operation costs are levied on a general benefiting basis as per Section 27(3) of the C.A. Act (See Appendix 12).

C.A.s currently raise \$31 million of their annual expenditures through levies on the participating municipalities. For the purpose of apportioning the local levy, the participating municipalities are regional municipalities, the restructured County of Oxford and all other local municipalities (i.e. Cities, Separated Towns and Townships, Towns, Townships and Villages) that come under the jurisdiction of C.A.s.

5.4.2 Recommended Approach

To maintain consistency with its previous recommendation that counties appoint members to C.A.s on behalf of their local municipalities, the C.A.s should levy the local share of costs at the county level as well. In turn, the Counties would raise this local share of the C.A. cost as part of its levy on their local municipalities (i.e. Towns, Townships and Villages). C.A.s would continue to levy the regional municipalities, restructured County of Oxford, and individual cities, separated towns and townships as they have in the past. The basis for determining the apportionment of these levies as per the C.A. Act would not be altered and, therefore, this change would not have any impact on the amount of money required from each municipality. It should, however, improve the efficiency of the C.A.s as the number of levy notices required would be drastically reduced as would the number of incoming payments.

As well, this approach would enable C.A.s to concentrate their efforts on explaining their programs and projects as well as the required levies to the County Councils. This would be similar to the current liaison the C.A.s have with Regional Councils. For the staff of the C.A.s, the Clerk-Administrators of the Counties would become a key contact for municipal appointments and levies rather than dealing with the clerk of each local municipality.

Recommendation #7

That C.A.s should levy the local share of costs on the Regional Municipalities, Restructured County of Oxford, Counties, Cities, Separated Towns and Townships.

SECTION 6 - Grant Rates

6.1 EXISTING SYSTEM OF GRANTS

Under Section 40 of the C.A. Act, the Minister of Natural Resources may make grants to any authority out of the moneys appropriated for this purpose by the Legislature in accordance with such conditions and procedures as may be prescribed by Order-in-Council. The current Order-in-Council came into force in 1977 and provides regular grants of 50% on the Administration and Conservation and Recreation Programs of C.A.s. All projects and activities under the Water Management Program are eligible for a regular grant of 55%.

In addition, supplementary grants of 5% to 30% are provided for the Administration and Water Management Programs. The rate of supplementary grants for each C.A. is calculated using the following formula:

$$2.14 \times \frac{\text{total eligible expenditure}}{\text{discounted equalized assessment}} \times \frac{\text{area}}{\text{population}} = \text{supplementary grant rate}$$

Currently, 28 of the 38 C.A.s in the province receive supplementary grants totaling approximately \$5 million. Of these 28 C.A.s, 13 receive \$3 million in supplementary grants at the 30% rate, with the balance of \$2 million going to the other 15 C.A.s at rates from 5% to 18% (See Appendix 13).

Historically, supplementary grants have been provided to the C.A.s with mainly rural participating municipalities (i.e. large area with low population density and significant total expenditures with a low assessment base). The original recommendation to establish a system of supplementary grants for C.A.s came from the 1967 Select Committee Report. The intent of supplementary grants was to provide a higher level of assistance to the more rural C.A.s where the availability of local financial resources was a limiting factor.

As a system designed to encourage municipalities into a cost-sharing arrangement on various resource management projects, supplementary grants have worked well. In fact, some would suggest that the system has worked too well in this regard. Since the late 1970s, the demand for regular and supplementary grants at the established rates has significantly exceeded the availability of provincial funding.

For the 13 C.A.s receiving the maximum supplementary grants (30%), it has also been suggested that it is a poor partnership when one side of the arrangement only contributes 15% to 20% of the cost of the majority of projects and activities. As well, the concern has been expressed that in some situations the municipal members on a C.A. may not always select the most cost-effective solution to a water management problem, when they only have to raise 15% of the cost locally. **For these reasons the committee therefore feels that the maximum grant rate for any projects or activities of C.A.s should be no more than 70%.**

The current supplementary grant formula uses total expenditure and area as two key factors to determine the rate of grant. Area as a factor alone, and even population densities (area divided by population), should not necessarily be major considerations in the provision of higher grants from the Province. Arguments can be made that it is the highly developed urban areas that require additional assistance since there are usually many more people affected by a given flooding or erosion problem. In many cases as well, the required solution is much more expensive to implement (i.e. size and scope of remedial measure required, land cost, relocation costs for affected residents, roads and other services, etc.).

On the other hand, providing higher grants when total expenditures increase, simply encourages the C.A.s to have larger budgets and spend more money. This factor also tends to favour higher cost solutions to problems although there may be more cost-effective alternatives available. After considering all of the above, the committee concluded that the current system of regular and supplementary grants should be revised.

6.2 RECOMMENDED ALTERNATIVE

The committee reviewed several alternatives to the current system of grants to C.A.s. In this regard, increases or decreases in the total grant allocations are a function of revisions to the grant rates. It is assumed that the current level of activity and, hence, total expenditure remains unchanged.

- i) Eliminate supplementary grants and provide regular grants of 40%, 50%, 60% or 70% to all C.A.s for all programs.

- Not Recommended - The 40% or 50% grant rates under this alternative could free up approximately \$12.1 million and \$5.8 million respectively to roll back into the program. However, these grant rates would cause such an increase in the financial burden of "rural" C.A.s that many rural municipalities could not afford to support even the current level of C.A. activity.

At the 60% and 70% grant rates, the impact on the rural areas would be reduced; however, there would be undue benefit to the "urban" C.A.s. (total grant increase of \$600,000 and \$6.9 million respectively.)

- ii) Eliminate supplementary grants and provide regular grants at the rate of 40% to Metro Toronto and Region C.A. for all programs, and either 60% or 75% to all other C.A.s for all programs.

- Not Recommended - At the 60% grant rate, approximately \$2.2 million would be freed up to roll back into the program. The 75% grant rate would cost the province an additional \$5.2 million. This alternative has a negative impact on the more "rural" C.A.s and provides substantially higher grants to the "urban" C.A.s that have not been receiving any supplementary grants to date. On this latter point, the exception is the Metro Toronto and Region Conservation Authority.

NOTE: This approach is currently used by the Ministry of Health as it provides 40% grants to the six (6) Boards of Health in Metro Toronto and 75% to all other boards (100% for unorganized areas in Northern Ontario).

- iii) Provide regular grants of 50% and 55% as per the present system and establish a revised supplementary grant system using assessment per household or per capita as the key factor to determine those C.A.s that should receive higher levels of assistance.
 - Not Recommended - This approach is currently used by MMA in calculating the Resource Equalization Grants to municipalities under the Unconditional Grants program. The positive aspect of this alternative is the fact that it parallels the system used by MMA. When compared to the current system of supplementary grants, the committee found very significant shifts in terms of who would or would not be receiving additional assistance. This alternative would be totally unacceptable to the C.A.s and participating municipalities that would be affected in a negative way by these changes.
- iv) Eliminate supplementary grants and provide regular grants at the current rates of 50% and 55%.

The Minister of Natural Resources could approve additional assistance of up to 20% for large capital projects that were of special benefit to one or a few of the participating municipalities in a given C.A.. These municipalities would be expected to finance the local share of the cost of such projects through the issue of debentures if necessary. However, if in extreme cases their current debt load precludes debenturing all of the local share of the cost, the Minister could provide additional grants (maximum 20%) to reduce the financial burden on these municipalities.

- Not Recommended - This alternative has merit in that it brings the province and the municipalities closer to a real partnership with each side sharing the cost of C.A. projects and activities more or less equally. Certainly in the longer term, all member

municipalities should be responsible for at least 50% of the ongoing administrative and operational costs of C.A.s. In Southern Ontario a reduction to approximately 18 C.A.s through amalgamation would make it easier for the municipalities to carry an equal share of this cost, since the economies of scale should reduce some costs as well as improve the efficiency and effectiveness of C.A.s.

In terms of large capital projects under this alternative, municipalities have a variety of ways to finance the local share of the cost of these projects including debentures. This would enable them to shoulder a more or less equal share of the cost of capital works by spreading the local contribution over a number of years. Even with debenturing, the cost of some of these large special benefiting projects, coupled with the debt load of some municipalities, indicates that the Province would have to develop some acceptable system to provide additional financial assistance for exceptional cases.

- v) **Eliminate supplementary grants and provide three levels of regular grants (40%, 50% or 70%) for all programs. The appropriate grant rate for each C.A. would be based on the total assessment and population in its watershed. The three different grant rates would be tied to the following thresholds of assessment and population in a watershed(s).**

Regular Grant Rates	Discounted Equalized Assessment Thresholds	Population Thresholds
40%	over \$20 billion	over 2 million people
50%	\$20 billion to \$4 billion	2 million to 200,000 people
70%	under 4 billion	under 200,000 people

The assessment and population thresholds would be subject to revision every three years after the revised population figures for all municipalities have been published. The figures for an existing or amalgamated C.A. would have to go over or

under both thresholds before the regular grant rate is decreased or increased from one year to the next.

- **Recommended** - This system of regular grants would be simple to calculate and easy to understand. In the short term, it would provide higher levels of assistance to 12 C.A.s (approximately 7 after amalgamation) that have been receiving supplementary grants. This positive financial incentive should help to facilitate the amalgamations and membership reductions proposed earlier in the report (Sections 5.2 and 5.3). It would result in a reduced level of assistance to the 11 C.A.s (approximately 6 after amalgamation) that have been receiving the maximum supplementary grants. While this appears to be a financial disincentive to amalgamation and membership reduction, the affected C.A.s must realize that a reduction in the maximum grant rates was going to occur regardless of any other changes. The affected C.A.s would have to reduce costs and improve efficiency as a means to lessen the financial impact on their member municipalities.

With a grant rate of 40%, Metro Toronto and Region C.A. would be faced with a major funding reduction. However, this should not seriously affect its operations since the participating municipalities have the financial resources to carry a larger share of the cost and in some situations have already indicated a willingness to do so. The other 14 C.A.s (approximately 7 after amalgamation) would also be faced with major funding reductions either as a result of the loss of supplementary grants and/or the 5% reduction in the current grant rate for the Water Management Program. In all cases, these C.A.s have one or several large urban centres that ensures a sufficiently broad financial base to help offset these reductions.

For the potential changes in funding to each existing or amalgamated C.A. as a result of this alternative see Appendix 14. **Recognizing the impact of these grant rate changes on some C.A.s and their participating municipalities, it would be appropriate to phase any significant reductions in grant over a three-year period. In total, this alternative could free up approximately \$4.8 million that can be rolled over to offset other significant funding requirements in**

the C.A. program. These requirements will be addressed in detail in Section 7 of the report.

The changes to the apportionment of the general levy on the member municipalities as a result of the proposed regular grant rates of 40%, 50% or 70% are outlined in Appendix 15. The actual impact of these changes on the Regions, Counties, Cities, Separated Towns and Townships are identified in Appendix 16.

Recommendation #8

That supplementary grants should be eliminated and regular grants of 40%, 50% or 70% should be provided for all programs of a C.A. The applicable grant rate for each C.A. would be a function of the total assessment and population in its watershed(s).

SECTION 7 - Funding Levels

7.1 CURRENT SITUATION

At the present time, the C.A.s receive \$39 million in regular and supplementary grants (\$34.2 million and \$4.8 million respectively). In addition, C.A.s receive approximately \$3.3 million annually for special programs (i.e. Federal-Provincial Flood Damage Reduction Program (FDRP), Student Employment Program (Experience), etc.). Of the \$42.3 million total, \$20.7 million is allocated for capital, \$12.0 million goes to program operation costs, \$8.6 million is required for administration and \$1.0 million goes to the Experience program. The following is a more detailed breakdown of the capital allocation by program:

<u>Program</u>	<u>Allocation (\$000)</u>
Flood Control	13,740
Erosion Control	2,663
Outdoor Recreation	1,948
Hazard and Conservation Land Acquisition (Metro Toronto & Region C.A.)	1,500
Emergency Shoreline	400
Administrative Offices and Workshops	284
Wetlands Acquisition	153
Outdoor Education Facilities	12
	<u>20,700</u>

At the present time, C.A.s have water control structures and works with a current replacement value of close to \$1 Billion and recreation facilities worth approximately \$175 million. Currently the accepted standards for the maintenance of a physical plant suggest that 1% to 2% of the current replacement value should be spent annually on major maintenance. This level of expenditure is required to avoid the major cost of completely replacing the structures or facilities at some time in the future.

Using 1% of the current replacement value of \$1 Billion and assuming the proposed grant rates, the C.A.s require approximately \$6.5 million in grants per year for major maintenance on existing water control structures. At the present time, the funding allocated for this purpose only amounts to approximately \$500,000 annually. **This results in a net funding shortfall of \$6 million.**

With recreation facilities, the public usage is such that from a health and safety standpoint, 2% of the current replacement value is a more realistic target. Using 2% of the current replacement value of \$175 million and assuming the proposed grant rates, the C.A.s require approximately \$2 million in grants annually for the maintenance, replacement or upgrading of existing recreation facilities. At the present time, C.A.s receive slightly less than \$1 million for this purpose. **This leaves a net funding shortfall of approximately \$1 million.** It should be noted that the other \$1 million shown for Outdoor Recreation (see the previous page) is all allocated to the creation and development of new parks and facilities on the Lake Ontario Waterfront (primarily in the Metro Toronto and Region and Credit Valley Conservation Authorities).

Of the \$20.7 million allocated to capital (see previous page) the most significant programs are flood control and erosion control at \$13.7 million and \$2.7 million respectively. The following is a more detailed breakdown of the allocation to these programs:

<u>Program</u>	<u>Component</u>	<u>Number of Projects Funded</u>	<u>Allocation (\$000)</u>
Flood Control	Capital Projects	45	11,175
	Floodplain Mapping (FDRP)	38	1,514
	Flood Warning and Forecasting	17	316
	Surveys and Studies	17	303
	Major Maintenance	10	288
	Comprehensive Basin Studies	5	144
	Sub Total	132	13,740
Erosion Control	Capital Projects	25	2,334
	Surveys and Studies	3	205
	Major Maintenance	2	124
	Sub Total	30	2,663
	TOTAL	162	16,403

In terms of the allocation to flood control capital projects, currently there are 7 major projects in 6 C.A.s that use approximately \$5.6 million or close to one half of all the funding available for this component (approximately \$11.2 million). These large projects (i.e. Cambridge Channelization and Dyking, Brantford Dyking, etc.) are phased over a five to ten-year period and therefore require an ongoing commitment of this level of funding through the life of the project. This situation leaves only \$5.7 million for the remaining 38 critically important flood control projects of all other C.A.s. This results in approximately 90 other flood control projects that go unfunded each year. This situation means that a significant number of lives remain at risk from flooding and there is a potential for major property damage in a number of locations as well.

In the erosion control program there are 5 major capital projects in 4 C.A.s that require \$1.3 million or slightly over one half of all of the funding allocated for this component. This leaves only \$1 million for the remaining 20 projects of all other C.A.s. Currently there are an additional 112 erosion control projects that are unfunded each year.

MNR is responsible for the protection of lives from flooding and erosion and the prevention of associated property damage. C.A.s deliver these flood and erosion control programs for the ministry in locations where remedial measures will work and are cost-effective. **In this regard, there is a further funding shortfall of approximately \$3 million for new flood and erosion control works that are of critical importance in a number of locations throughout the province.**

As indicated on page 67, a little less than one half of the annual funding of \$42.3 million is required for administration and program operation costs (\$8.6 million and \$12 million respectively).

Over the last five years, the annual funding increases to C.A.s for these components have not always kept pace with actual cost increases or even the annual rate of inflation. While the C.A.s can exercise control over such things as salary increases and enhanced benefit packages, they have to maintain parity with the local municipalities and other agencies, or risk losing qualified staff. Occasionally the C.A.s have had to hire additional staff or incur other costs (i.e. legal fees, consultants, etc) to handle an increased workload. These increases may be the result of escalating pressures in some existing programs or expanded responsibilities assigned by the province. As well the C.A.s are faced with certain cost increases that are set by external bodies over which they have no control (i.e. taxes, insurance, utilities, staff benefits, etc).

After considering all of the information available on this subject, the committee felt that it would be very difficult to establish exactly what this funding shortfall might be.

The assignment of responsibilities, amalgamations and membership reduction proposed earlier in the report, should result in some net savings in the administration and program operation categories. The committee is of the opinion that the current funding shortfalls in these categories could be offset by these net savings.

7.2 RECOMMENDED FUNDING LEVEL

The funding requirements identified in the previous section can be summarized as follows:

<u>COMPONENT</u>	<u>SHORTFALL</u>
Maintenance of Water Control Structures	\$6 million
Maintain or Replace Recreation Facilities	\$1 million
Critical Flood and Erosion Control Projects	<u>\$3 million</u>
TOTAL	\$10 million

As a result of recommendation #8, approximately \$5 million of the current allocation to C.A.s would be freed up through changes to the grant rates. This funding should be rolled back into the program to partially offset the \$10 million shortfall outlined above. This would mean that the C.A.s and their member municipalities would be accepting a reduction in the grant rates, so that they could increase total expenditures and thus produce additional outputs in the areas of water management and outdoor recreation.

As indicated in Section 7.1 of this report there is a critical need for increased funding for the C.A. program. **This additional funding would enable the C.A.s to protect the existing provincial and municipal investment in water control structures and recreation facilities through a proper maintenance program. It would also allow the C.A.s to increase the number of lives protected and reduce the potential for property damage through the implementation of additional critically important flood and erosion control projects.**

In addition to the \$5 million which would be rolled back into the program as a result of the grant rate changes, an increase of approximately \$5 million is required from the province. This would bring the total grants to C.A.s from the current level of \$42.3 million to \$47.3 million.

Recommendation #9

That the \$5 million in funding freed up through the changes to the grant rates should remain in the program and the total grant allocation be increased by an additional \$5 million to meet the funding requirements of C.A.s.

SECTION 8 - Summary of Recommendations

Recommendation #1

That Conservation Authorities should continue to operate on a watershed basis with strong local initiative and the sharing of project costs between the Province and the member municipalities.

Recommendation #2

That once specific responsibilities have been assigned to C.A.s, individual C.A.s cannot decide to opt in or out of various programs or components thereof.

Recommendation #3

That the number of C.A.s in Southern Ontario should be reduced from 33 to approximately 18 through amalgamation. This reduction in the number of C.A.s should occur within two years of the adoption of this Report by the Province.

Recommendation #4

That the specific responsibilities of Conservation Authorities should be as follows:

Water Management Program

Recommendation #4(a) - That C.A.s be responsible for all aspects of flood control to protect lives and prevent property damage in both riverine locations and lakeshore areas including the Great Lakes.

Recommendation #4(b) - That C.A.s be responsible for all aspects of erosion control to protect lives and prevent property damage in both riverine locations and lakeshore areas including the Great Lakes.

- Recommendation #4(c) - That C.A.s not be responsible for point pollution (i.e. sewage treatment facilities, discharges from industrial plants, etc.).
- Recommendation #4(d) - That C.A.s have limited responsibilities for non-point pollution (i.e. surface runoff from primarily agricultural and urbanized areas).
- Recommendation #4(e) - That C.A.s be responsible for low flow augmentation.
- Recommendation #4(f) - That C.A.s not be responsible for water taking permits.
- Recommendation #4(g) - That C.A.s have limited responsibilities for urban drainage.
- Recommendation #4(h) - That C.A.s have limited responsibilities for rural drainage.
- Recommendation #4(i) - That C.A.s be responsible for wetlands that act as significant natural flood storage and flow augmentation areas.
- Recommendation #4(j) - That C.A.s be responsible for collecting water samples for the Provincial Water Quality Monitoring Network.
- Recommendation #4(k) - That C.A.s have limited responsibilities for water supply.

Outdoor Recreation Program

- Recommendation #4(l) - That C.A.s not be responsible for provincially significant parks.
- Recommendation #4(m) - That C.A.s have limited responsibilities for the Niagara Escarpment Parks System.
- Recommendation #4(n) - That C.A.s be responsible for regionally significant parks.
- Recommendation #4(o) - That C.A.s not be responsible for locally significant parks.
- Recommendation #4(p) - That C.A.s have limited responsibilities for heritage conservation.

Other Resource Management Programs

- Recommendation #4(q) - That C.A.s have limited responsibilities for forest management.
- Recommendation #4(r) - That C.A.s have limited responsibilities for fish and wildlife management.
- Recommendation #4(s) - That C.A.s have limited responsibilities for soil erosion and sediment control.
- Recommendation #4(t) - That C.A.s have limited responsibilities for wetlands that protect significant areas of flora and fauna.

Recommendation #4(u) - That C.A.s have limited responsibilities for areas of natural and scientific interest (A.N.S.I.'s) as well as significant areas of Carolinian flora and fauna.

Recommendation #4(v) - That C.A.s not be responsible for any aspect of waste management.

Recommendation #4(w) - That C.A.s have limited responsibilities for conservation education.

Recommendation #4(x) - That C.A.s be responsible for providing information to the public on specific natural resource management programs.

Recommendation #5

That the five (5) C.A.s in Northern Ontario be retained as distinct, separate units. The boundaries of some of these C.A.s should be adjusted to concentrate their attention and effort on the organized municipalities and hence privately-owned property in the local area.

Recommendation #6

That the membership on C.A.s be reduced from 937 to approximately 337. The municipal members will be appointed by the Regional Municipalities, Restructured County of Oxford, Counties (in conjunction with Separated Towns and Townships) and Cities.

Recommendation #7

That C.A.s should levy the local share of costs on the Regional Municipalities, Restructured County of Oxford, Counties, Cities, Separated Towns and Townships.

Recommendation #8

That supplementary grants should be eliminated and regular grants of 40%, 50% or 70% should be provided for all programs of a C.A. The applicable grant rate for each C.A. would be a function of the total assessment and population in its watershed(s).

Recommendation #9

That the \$5 million in funding freed up through the changes to the grant rates should remain in the program and the total grant allocation be increased by an additional \$5 million to meet the funding requirements of C.A.s.

MAJOR CONCERNS OF THE PROVINCE OF ONTARIO

The major concerns of the provincial government with respect to the Conservation Authorities program can be summarized as follows:

- (a) The broad mandate of C.A.s as contained in the current legislation has resulted in the **C.A.s** being **involved in a wide range of projects and activities**. This **has resulted in overlap with the programs of various ministries** (i.e. water quality and private land extension). The resultant duplication of effort **creates public confusion and** some very real **inefficiencies** in the delivery of these services.
- (b) Currently, the Conservation Authorities Act allows each Authority to decide what programs, or components thereof, it will be involved in. This **ability to opt in or out** of specific programs **has resulted in** some very real **inconsistencies** in the delivery of resource management programs, particularly across Southern Ontario.
- (c) The significant **variations in size of C.A.'s** in terms of assessment base, population, budget, staff and other resources **has resulted in a wide range of capabilities to deliver** resource management **programs and services** to the local watershed residents.
- (d) The existence of at least some of the **smaller C.A.s** must be questioned, since they **have** to carry the fixed overhead **costs of separate administrations** and **yet deliver a very limited field program**. Obviously, **amalgamation** of some of these smaller units **could improve their efficiency**.
- (e) Considering the resource management programs of the various resource ministries that are in place, as well as the potential for additional upper-tier municipal involvement, the **effectiveness of the C.A. program relative to these other alternatives** merits consideration.
- (f) There are 937 members of 38 C.A.s overseeing a total expenditure of \$96.4 million annually as compared to 335 members of 43 Health Boards overseeing total expenditures of \$153 million. It would appear that the

C.A.s could operate more efficiently with fewer members. This could also ensure **improved municipal accountability** since smaller memberships would enable **all representatives** to **participate in the policy setting and decision making** of most of the C.A.s (i.e. remove need for Executive Committees).

- (g) The Province has to have **sufficient control over C.A total expenditures to ensure** that the **commitments** against current or future grants **do not exceed** available or potential provincial **funding allocations** for C.A.s.
- (h) With limited funding available from the Province and the member municipalities, the C.A.s must **priorize their projects and activities to maximize** the **benefits** to the local residents. This type of **priority-setting** has to occur **consistently across all** of the **Authorities using some common standards to ensure** that the **public** is being **treated fairly and equitably** in all parts of the province served by C.A.s.
- (i) C.A.s are **a provincial-municipal partnership**, defined in the legislation as **a body corporate**. The **question of accountability** comes up on a regular basis since under the legislation C.A.s require specific approvals from the Minister of Natural Resources, and yet the C.A.s are governed by the members who are appointed by the participating municipalities. **Since they serve two masters**, it is sometimes suggested that as special purpose bodies **no one is really in control**.
- (j) The current level of **supplementary grants** from 5% to 30% has been questioned in terms of **duplicating the Resource Equalization Grants to municipalities** under the Unconditional Grants Act. Similarly, the **maximum grants of 85%** on some projects has been **challenged since the small local share (15%) may not result in** the selection of the **most cost effective solution** to a given problem.
- (k) **Grants** to C.A.s currently **total \$42.3 million and**, therefore, the Province wants to **ensure that this funding is being used in the most effective and efficient way** possible by the C.A.s.

MAJOR CONCERNS OF THE
ASSOCIATION OF MUNICIPALITIES OF ONTARIO

In 1980, the Association of Municipalities of Ontario (AMO) and the Association of Counties and Regions of Ontario (ACRO) submitted separate responses to the Report of the Working Group on the Mandate and Role of C.A.s. At that time, both associations suggested that **no further responsibilities be delegated** to the Conservation Authorities as their **prime functions should be flood and erosion control and direct water management**.

In June of 1982, the County and Regional Section of AMO (formerly ACRO) issued a report entitled Reform and Revision of C.A.s. The report identified the following as major concerns:

- (a) The **number of members** on C.A.s should be **reduced by grouping municipalities** with populations under 5,000 so that they would jointly appoint one representative. These groupings would be **at the discretion of the affected County Councils**.
- (b) A limit of **one provincial appointee** to each C.A.
- (c) **Improve accountability** by having municipalities appoint members to Authorities who would represent their interests. To this end, **C.A. members should be elected municipal officials** who sit on council.
- (d) **Two-thirds of all advisory board members should be Authority members** to improve accountability and encourage continuity. The other one-third could be selected on the basis of professional or technical expertise that is relevant to the needs of the particular advisory board.
- (e) A **quorum** for a meeting should be **a simple majority** of members appointed by the participating municipalities.
- (f) **No further responsibilities be delegated** to Authorities as their **prime functions should be in flood and erosion control and direct water management**.

- (g) Expand the existing appeal process through the Ontario Municipal Board to **permit municipalities to appeal any decision of a C.A.** and set time limits for this process.
- (h) Preliminary **budgets** should be **circulated to all member municipalities for comment before adoption** by a C.A.

The aforementioned report was deferred by AMO until their County and Regional Section could review it with ACAO. Several meetings were held over the ensuing months to discuss and refine the original report. The two associations subsequently issued a **joint report** that was **adopted by AMO** in May, 1983. That report identified the following as major concerns:

- (a) The large number of representatives on some C.A.s has resulted in most of the **decisions being made by a small group** of the members sitting as **an executive committee**. Therefore, **a reduction in the number of members** is required with the exception being those C.A.s with fewer than 15 representatives.
- (b) Revise the Conservation Authorities Act to **delete** any reference to **provincial appointees**.
- (c) Municipalities can **appoint elected or non-elected representatives** to C.A.s. However, they should appoint individuals who will represent their views effectively and inform councils regularly of the activities and decisions of the Authorities. Councils should have the **power** under the C.A. Act to **terminate the appointment** of any individual who does not satisfy their requirements.
- (d) Advisory boards should be changed to **standing committees** and all members of such committees should **be members of the C.A.**
- (e) A **quorum** for the purposes of any meeting of a C.A. should be **a simple majority** of the members.
- (f) The **broad mandate and powers** of C.A.s be **maintained** on the understanding that a **close liaison between C.A.s and the councils** of their member municipalities **is required**. Councils in turn, **need to appoint capable, effective individuals** to represent their interests on the C.A.s.

- (g) Municipalities may appeal to the Ontario Municipal Board the apportionment of costs for a project assigned to it by a C.A. based on benefit. However, after the apportionment is finalized, there is **no formal appeal process for the total amount levied by the C.A. in a given year.**

With respect to applications **for fill, construction and waterway alteration permits, a procedure should be established for the Minister of Natural Resources, the affected municipality, as well as the applicant to appeal a decision of a C.A.**

- (h) The Ministry of Natural Resources should require C.A.s to **circulate copies of preliminary budget estimates to member municipalities for comment prior to adoption, and there should be an appeal process through the O.M.B.**
- (i) If **municipalities have flooding problems that are not being addressed by C.A.s,** they should be able to **appeal the priorities and allocations of the C.A. to the Minister of Natural Resources.**
- (j) The **voting procedures for C.A.s should be similar to those of municipalities and the chairman of a C.A. should not have a second and deciding vote.**

The **ACAO endorsed** all components of the aforementioned report **except (b) the deletion of provincial appointees, and part of (h) the right of appeal of C.A. budgets through the OMB.**

In response to the AMO/ACAO joint report, the Minister of Natural Resources appointed a working group of AMO and ACAO representatives to further investigate and report on the membership issue as well as boundary adjustments. The report recommended the following:

- (a) C.A.s and their member municipalities should seriously consider **boundary adjustments through amalgamations as this could improve the effectiveness and efficiency of the C.A.s.** It was noted, however, that this had not been identified by AMO as a major concern.

- (b) C.A.s should be comprised of a **maximum of 20 municipal representatives** and those with fewer than 20 members should also consider appropriate reductions. There should be **one provincial appointee for every ten municipal** representatives or portion thereof.
- (c) Reducing the membership to 20 or less should **remove the need for Executive Committees**; however, if they are **required**, then they should have **a clearly defined role and responsibilities**.
- (d) The **quality of members** appointed to C.A.s is **reflected in the decisions** they reach. Member **municipalities** have to **appoint interested individuals** to the C.A.s, **give them clear direction** and **ensure that they report back to council regularly** on the actions and decisions of the Authorities.

In August, 1986, AMO endorsed the ACAO brief on reform, responsibilities and funding of Ontario's Conservation Authorities (see Section 2.1). While AMO endorsed the entire brief, its major concerns were:

- (a) The **amount of Provincial funding does not satisfy current program requirements** in critical areas such as flood and erosion control as well as outdoor recreation. **Additional responsibilities cannot be assumed by C.A.s without additional funding.**
- (b) The **number of members** appointed to C.A.s by the municipalities and the province should be **reduced** and **Executive Committees eliminated** where feasible.

MAJOR CONCERNS OF THE ASSOCIATION OF CONSERVATION AUTHORITIES OF ONTARIO

The **Association of Conservation Authorities of Ontario (ACAO)** brief of May, 1985 to the Minister of Natural Resources on the reform, responsibilities and funding of Ontario's C.A.s highlighted the following as major **concerns**:

- a) **Water** by its very nature **must be managed on a watershed basis** since the decisions and actions in one location can have major implications elsewhere. Currently, **there is a multiplicity of provincial legislation** governing the use of the province's water resources. As well **there are at least three provincial ministries with direct control** over one or more components of water management. Since C.A.s are organized on a watershed basis, **the province should look further at C.A.s as the appropriate agencies to deliver all aspects of water management at the local level.**
- b) The **amount of money** being committed to C.A.s by the Province must be increased if new programs, such as urban stormwater management, are to be implemented and existing programs and services maintained and continued - flood control, water control structure maintenance, wetland preservation and regional outdoor recreation facilities being among the most critical.
- c) The **distribution of money** amongst the various programs requires review and rationalization.
- d) Since C.A.s are a provincial-municipal partnership, both sides should clearly **define the responsibilities** of C.A.s through appropriate policy statements.
- e) **Selected programs** delivered directly by provincial agencies should be reviewed to determine if they could be **more effectively implemented at the local level.**
- f) **Multi-year funding commitments** by municipalities to resource management programs need to be reflected in similar commitments **at the provincial level.**

- g) Greater **provincial emphasis on programs**, rather than projects, combined **with a system of year over year base funding**, would permit better long-term planning at the local level.
- h) **Widely varying provincial grant rates** across programs, and the **relative amounts of money** available **within each program**, can seriously skew local priorities and may even divert attention from the most pressing local problems. Reform and rationalization in this area is desirable.
- i) Reforming and broadening the fiscal base and administrative capability of some Conservation Authorities through **amalgamations would increase their effectiveness** in program delivery and ensure better integration of municipal and provincial priorities.
- j) **Representation on C.A.s** through municipal and provincial appointments as well as the **internal committee structure** should be reviewed and revised as necessary.

THE ASSOCIATION OF CONSERVATION AUTHORITIES OF ONTARIO

Brief to the Honourable Vincent G. Kerrio, Minister of Natural Resources
on the Reform, Responsibilities and Funding of
Ontario's Conservation Authorities

May 1, 1986

Introduction

The concept of Conservation Authorities arose from the collective concerns of thousands of people across Ontario, concerns about the stewardship of our renewable natural resources – water, soil, forests, fish and wildlife. Throughout the Depression years, and those of World War II that followed, organizations such as the Ontario Conservation and Reforestation Association, which had its roots in the counties, and the Federation of Ontario Naturalists and individuals such as Watson H. Porter through the pages of the Farmer's Advocate, pressed the case for conservation and wise resource management. The Guelph Conference of 1941 was described by Richardson as "a roll call of the faithful in conservation". It was followed in 1943 by the publication of the Ganaraska Report which had as its second recommendation

"That legislation be enacted combining the best features of the Grand River Conservation Commission and the Muskingum Watershed Conservancy District, Ohio, so that municipalities in any part of Ontario may undertake a similar conservation programme."

The implementation of this recommendation by the government of Ontario produced the Conservation Authorities Act in 1946. In the world that is 1986, as it has for so many years past, Section 20 of the Conservation Authorities Act reads as follows:

"The objects of an authority are to establish and undertake, in the area over which it has jurisdiction, a program designed to further the conservation, restoration, development and management of natural resources other than gas, oil, coal and minerals."

1986 marks the 40th anniversary of the establishment of the first Conservation Authorities in Ontario. Their number today stands at 38 and their collective accomplishments in partnership with the Province and the municipalities are many and outstanding.

1. Development of one of the most effective flood control and floodplain management systems in North America.
2. Comprehensive erosion control programs protecting life and property.
3. 300,000 acres of land managed for such multiple use purposes as education, forestry, wildlife, urban open space valleylands, outdoor recreation, and natural area protection.
4. Lakefront and riverfront development programs in Cornwall, Trenton, Toronto, Hamilton, Cambridge, London, Windsor, Sarnia, Thunder Bay, North Bay, Sault Ste. Marie, and other urban municipalities.
5. A regional system of outdoor recreation areas spanning the gap between Ontario's municipal and provincial park systems; a regional system which in 1984 received user day attendance of almost 5,425,000 people.
6. A wide range of private land extension programs in the rural community; reforestation, erosion control and soil conservation to name a few.
7. Outdoor education and heritage conservation programs instilling in people the concepts of the wise use and conservation of our natural resources.

Yet with all these accomplishments, Conservation Authorities, after four decades, find themselves at a crossroads requiring a renewed sense of direction and responsibilities from the Province and the municipalities and a commitment on the resources necessary to achieve them. The system needs reform and it needs it now.

Integrated Resource Management - The Concept

The Province of Ontario has as a stated objective, integrated resource management (IRM) - the co-ordinated management of its renewable natural resources. The Province also has as a long standing policy the involvement of municipalities and the local community in the planning and implementation of IRM programs. Achieving IRM at the provincial level, both in policy development and co-ordination and in program delivery is a highly complex process because of the multitude of agencies involved and their often overlapping mandates. Achieving IRM at the local

level also requires a high degree of co-ordination to insure that municipal and community objectives and priorities are accommodated within the broad provincial framework. As an example, three provincial Ministries - Agriculture and Food, Environment and Natural Resources - have separate responsibilities for policy, funding and technical assistance to municipalities and private landowners in the area of erosion control and sedimentation. Conservation Authorities have proven to be an effective vehicle for the provincial ministries and the municipalities to achieve integration of these programs at the local level and to insure they are tailored to meet local needs and fit local conditions as expressed through the member municipalities and residents of the watershed. Examples abound where collective action by municipalities within a watershed, in whole or in part, has been effected through the local Conservation Authority. This coordinating and integrating role for Conservation Authorities in a wide range of resource management programs has not only been actively encouraged by the Province, but also has the support of the municipalities, as the following excerpt demonstrates:

AMO Reports 83-5 - Reform and Revision of Conservation Authorities in Ontario
May, 1983

"Therefore AMO recommends:

6. That the mandate and powers of conservation authorities in Ontario as outlined in Sections 20 and 21 of the Conservation Authorities Act (R.S.O.1980, Chapter 85) be maintained."

Integrated Resource Management - Achieving the Objective

"Currents of Change"

**Inquiry on Federal Water Policy - Final Report, September, 1985
Basic Principles (Page 8)**

"The watershed is the natural and most appropriate unit for water management.

Water management should accommodate the interdependence of multiple water and land uses within the watershed."

There are many examples where provincial and municipal concerns have been integrated into a comprehensive resource management plan based on the watershed unit; several prominent ones include:

Thames River Implementation Committee

Lake Simcoe Environmental Management Study

Grand River Implementation Committee

Stratford Avon Environmental Management Study.

There are, however, many areas where integration has only been partially achieved and where certain steps need to be taken if we are to harmonize competing demands on the resource and insure coordination of local and provincial objectives.

1. Multi-year funding commitments by municipalities to resource management programs need to be reflected in similar commitments at the provincial level.
2. Selected programs delivered directly by provincial agencies should be reviewed to determine if they could be more effectively implemented at the local level.
3. Greater provincial emphasis on programs, rather than projects, combined with a system of year over year base funding, would permit better long-term planning at the local level.
4. Widely varying provincial grant rates across programs, and the relative amounts of money available within them, can seriously skew local priorities and may even divert attention from the most pressing local problems. Reform and rationalization in this area is desirable.
5. Reforming and broadening the fiscal base and administrative capability of some Conservation Authorities would increase their effectiveness in program delivery and insure better integration of municipal and provincial priorities.
6. The amount of money being committed to the system by the Province must be increased if new programs, such as urban stormwater management, are to be implemented and existing programs and service maintained and continued - flood control, water control structure maintenance, wetland preservation and regional outdoor recreation facilities being among the most critical.

The issue of funding cannot be over-emphasized; it is a statement of fact that for many Conservation Authorities the situation is one of crisis. Hundreds of millions of dollars have been expended on capital works to provide permanent protection of life and property from flooding and erosion yet there is now virtually no money for their maintenance at safe and effective operating levels. It was noted earlier that, in 1984, the Conservation Authorities' outdoor recreation areas received user-day attendance of almost 5.5 million people; this enormous pressure on facilities is increasing yet the amount of money available is not enough to maintain and replace the existing capital plant.

Premier Peterson has observed that one of the challenges facing Ontario is coping with the huge demographic bulge in our population - the erstwhile "baby boomers" - as it moves inexorably towards senior citizen status. Increasingly these people are seeking out their recreational needs in or near our urban municipalities - precisely where Conservation Authorities' parks are located. Yet outdoor recreation funding is moving in the opposite direction to demand. The Province pays only half the cost of developing these outdoor recreation facilities and none of the cost of operating and maintaining them and yet the quality of the service continues to decline in the face of increasing demand. Conservation Authorities' programs reflect what the municipalities and the Province want them to do but their ability to carry it out is increasingly weakened. Cost tags are attached and the device of postponing or stretching out projects has finite limits.

Ontario is the only province in Canada where the municipalities play a strong and active role in managing natural resources; a role that constitutionally is the responsibility of the province. Conservation Authorities are a financially good deal for the Province of Ontario; in 1986, 40 million dollars of provincial grants will be multiplied by municipal contributions, private donations, federal assistance and internally generated funds to produce a total program of almost 100 million dollars. Not only is the provincial investment multiplied, but the bulk of it flows directly into two key areas, namely to the private sector for capital works construction, consultants' studies, goods and services and the balance into local employment.

Reforming the System

Remarks by the Honourable Vincent G. Kerrio to the ACAO Board of Directors
December 9, 1985

"I am confident that the local conservation authority is by far the best place for many decisions on resource management to be made. The people who live in an area and know it have the ability to tailor broad resource management programs to fit local needs like a glove. The local people who sit on the authority board know their territory - they, better than anyone else, can tell you what alternatives are likely to solve local problems in resource management.

And the partnership between the province and the municipalities has produced one of the best deals that taxpayers can get in resource management. Municipal councillors are renowned for their ability to stretch dollars and be both accessible and responsive to the people they represent."

For Conservation Authorities to function effectively on behalf of the Province and the municipalities, a hierarchy composed of four elements must be in place.

1. Provincial and Municipal Policies for Conservation Authorities

A considerable amount of negotiation remains to be completed on the provincial side.

2. Watershed Plans

These are in place in all 38 Conservation Authorities and reflect extensive input from provincial agencies and member municipalities.

3. Provincial Approval of Programs

This would replace the current emphasis on individual project approvals.

4. Multi-Year Base Funding of Programs

This is essential to long-term planning and orderly implementation of programs.

In addition to putting the finishing touches to the policy, planning and budgeting system which has been evolving over the past few years a careful review of the most suitable means of program delivery and the capability of agencies needs to be carried out. Such a review would include a package of items where reform of the present system may be in order.

1. Provincial Grants: amount and distribution.
2. Conservation Authorities: boundary adjustments.
3. Conservation Authorities: membership representation.
4. Innovative asset management to encourage maximum benefits from the public's investment.
5. A mandate for the Conservation Authorities to collectively participate in negotiations with both the municipal and provincial levels of government, on a program by program basis, to achieve a better level of integrated resource management.
6. Agreement by the Province to negotiate on a program basis the contracting of delivery of provincial services at the local level.
7. Conservation Authorities: internal restructuring.
8. Financing the System: enough financial resources must be devoted to approved programs to insure their implementation over a reasonable period of time. As noted in Appendix I, provincial grants to Conservation Authorities have remained essentially unchanged from 1980 to 1985; in real dollars they have declined by roughly 35 percent.

ACAO wishes to stress that reforming the system is already taking place in many instances; amalgamations, restructuring internally and changes in representation have been quite common in the past 2-3 years with the active support of both the provincial and the municipal sectors.

Recommendations

The Conservation Authorities of Ontario recommend the Province of Ontario undertake the following actions.

1. Implementation of the necessary reforms to the Conservation Authorities' system to produce the funding, administrative and organizational changes necessary to insure the integrated management of natural resources in the watersheds of Ontario.
2. A review and negotiations of provincial resource management programs which would lend themselves, in whole or in part, to contracted delivery at the local level. Candidate programs are listed in Appendix II.
3. A level of provincial transfer payments to Conservation Authorities which would compensate for the ravages of inflation since 1980 and reflect new or expanded responsibilities as assigned.

Summary

ACAO is of the opinion that implementation of the above three recommendations would in turn produce three very positive results for Ontario.

1. Conservation Authorities that are viable and that have a renewed sense of purpose and commitment and of support by their provincial and municipal partners.
2. Integrated resource management on the watersheds of Ontario.
3. Effective, efficient, economical and equitable delivery of resource management programs at the local level to the people of Ontario.

That is the bottom line.

TABLE I

PROVINCIAL GRANTS TO CONSERVATION AUTHORITIES
UNDER THE CONSERVATION AUTHORITIES ACT 1980 - 1986

Provincial Fiscal Year	Conservation Authority Fiscal Year	Administration(\$)	Water and Related Land Management (\$)	Conservation & Rec. Land Management (\$)	Lake Ontario Waterfront (\$)	Total (\$)
1980/81	1980	5,202,220	27,724,128	3,436,411	1,500,342	37,863,102
1981/82	1981	5,517,581	26,496,443	2,953,315	1,469,780	36,437,119
1982/83	1982	6,591,399	26,693,614	3,130,218	1,574,000	40,989,231
1983/84	1983	7,098,874	26,852,944	3,751,372	--	37,703,190
1984/85	1984	7,483,859	26,039,998	3,865,543	--	37,389,400
1985/86	1985	7,825,959	25,138,967	3,935,074	--	36,900,000

Data Source: Ministry of Natural Resources

Provincial Grants to Conservation Authorities

Provincial grants to Conservation Authorities in 1985 in the amount of \$36,900,000 were less than those allocated to the Authorities in 1980 (\$37,863,000) (Table I attached). When the effects of inflation are taken into account the "real" grant dollars available to the Authorities in 1984 were about 35% less than those provided in 1980. Examples of the kinds of cost increases Conservation Authorities have had to absorb in recent years without any increase in provincial financial assistance are listed below.

1. Construction Costs: 1977-1984 up 65 percent.
2. Workers' Compensation: 1982-1986 up 68 percent.
3. Property, Auto and General Liability Insurance: 1985-1986 up 85-90 percent.
4. Municipal and School Taxes: increases plus market value assessment impact: 1980-85 up 80 percent.
5. Wages and Benefits: 1980-85 up 35-40 percent.

Significant costs also accrue from Conservation Authorities implementing provincial encouraged or mandated initiatives.

1. Environmental Assessment
2. Special Employment Programs
3. Lead agency designation for implementing provincial floodplain policies.

In addition to the impact of inflation on the Conservation Authorities' ability to deliver their programs, the expected outputs of Authorities increased during the 1980-85 period as well. By June of 1983, all Conservation Authorities, as required, had filed Watershed Plans with the Minister of Natural Resources, setting out in considerable detail the program objectives of the Authorities as prepared in consultation with member municipalities and appropriate provincial ministries. The provincial government accordingly had a hand in formulating these blueprints for the needed resource management programs, blueprints which have raised the

expectations of the municipalities that the needed resources management work would be carried out. Besides the watershed plan exercise, the Authorities have also been required to file with the Ministry of Natural Resources, for the past three years, project files which set out in even greater detail the work which needs to be done in the various programs. Those works identified in the project files which the Ministry believes merit provincial support are prioritized and published as lists of needed works. Present funding levels do not come close to achieving even modest progress in dealing with the program and project priorities. In the category of Flood Control Capital Works, for example, 1986 funding levels are approximately 8 million grant dollars, yet there are presently on the priority list for Flood Control Capital Works, projects that would require grants of almost \$80 million. And each year the list grows larger and construction costs increase. In the category of Flood Control Major Maintenance, which deals with maintaining to adequate operating and safety standards remedial measures already constructed - dams, dykes, channels - there are 114,000 grant dollars available in 1986. Yet the priority lists compiled by the Province indicate \$790,000 of work needs to be done. Similar, and increasing, backlogs of needed works exist in areas such as Flood Control Surveys and Studies, Erosion Control Capital Works and Conservation Areas Development. Ontario's Conservation Authorities have lost in the first half of the 1980's decade over one-third of the "real" provincial dollars devoted to their programs while the demands on these same programs continue to increase. In excess of \$50,000,000 would be needed in 1986 provincial grants just to return the program to where it was in 1980, yet alone accommodate changes since that time. Until such time as the Province reverses the present funding direction and makes suitable allowances for inflation, the backlog of priority projects will continue to grow.

Provincial Programs Meriting Consideration of Implementation
at the Municipal Level

The programs listed below are ones where a careful review might point up the potential for more efficient and effective delivery at the local level in some instances. It is not suggested that such possible delegation of responsibility would occur uniformly across the Province but that rather each instance would follow negotiations among the relevant provincial ministries and appropriate local agencies.

<u>Program</u>	<u>Provincial Ministry</u>
1. Agreement forests: (i) County (ii) Conservation Authority	Natural Resources
2. Rural Drainage Planning <u>Note:</u> Not an existing program, in discussion stage only.	Agriculture and Food
3. Shoreline Management <u>Note:</u> Not an existing program, in discussion stage only.	Natural Resources Municipal Affairs
4. Provincial Parks (i) Local Significance (ii) Regional Significance	Natural Resources
5. Water Taking Permits	Environment
6. Agricultural Soil Conservation <u>Note:</u> some provincial/local cooperative programs already in place	Agriculture and Food
7. Urban Storm Water Management <u>Note:</u> Not an existing program, in final design stages	Municipal Affairs Environment Natural Resources
8. Woodlands Improvement Act: Private Land Forestry Assistance	Natural Resources
9. Sewage Treatment Facility Operations - small municipalities	Environment

Program

Provincial Ministry

10. Water Quality Monitoring

Environment

Note: Some provincial/local
cooperative programs already
in place.

In all of the foregoing areas, it will be important to differentiate between programs where the delivery is a joint provincial-municipal effort with shared funding, and those where the local level contracts to deliver a provincial service using provincial funding.

MAJOR CONCERNS IDENTIFIED IN OTHER REVIEWS AND REPORTS

The major concerns addressed in those documents are highlighted in the following:

i) Responsibilities

Between 1967 when the Select Committee Report was released, **and 1972** when the provincial government went through a major reorganization, **a series of policy papers, briefs, and reports** were released that **recommended very broad responsibilities for C.A.s**. These responsibilities **included all aspects of water management** (quantity and quality), **outdoor recreation, land management** (i.e. soil conservation, forestry, fish and wildlife), **and other programs** (i.e. protection of the Niagara Escarpment, acquisition of wetlands and sensitive areas, conservation planning, environmental monitoring, etc.). **With the reorganization of the provincial government in 1972, the C.A. program became a component of the Ministry of Natural Resources (MNR)**. While MNR had responsibility for water quantity management and outdoor recreation, such things as water quality and environmental monitoring were assigned to the Ministry of the Environment (MOE). **Although C.A.s contributed primarily to MNR's objectives, they were also involved in projects or activities that clearly assisted the programs of other Ministries** (i.e. Environment, Agriculture and Food, Culture and Recreation).

In September, 1976, the Treasurer of Ontario, in a speech to the 15th Biennial Conference of C.A.s, **seriously questioned** the extent and type of **C.A. involvement in outdoor recreation**. What followed, in the next year, was an **adjustment in the grant rates to emphasize the water management program of C.A.s and curtail their involvement in outdoor recreation** by phasing out supplementary grants for this latter program. Subsequently, **in 1979**, MNR established a **working group on the Mandate and Role of C.A.s**. The resultant **report reinforced the broad mandate** of C.A.s as set out in Sections 20 and 21 of the legislation. This report was **not supported by the other resource**

ministries, central agencies, ACRO nor AMO because it did not restrict the broad mandate of C.A.s. While several reports pertaining to specific programs were released over the next four years, it was not until 1983 that **MNR released** a draft document entitled **Preliminary Provincial Policies for C.A.s**. This document was another attempt to gain a consensus at the provincial and municipal level **on the responsibilities of C.A.s**. It identified C.A.s as having **lead responsibility for the protection of life and property from flooding and erosion**. In all other programs, (i.e. outdoor recreation; forest, fish and wildlife management; agricultural soil conservation) the report indicated that **the lead responsibility rested with a provincial ministry**. While the **C.A.s could manage their own lands to complement the objectives of these ministries**, any other involvement would have to be negotiated with the affected ministry. This report met with opposition from the **C.A.s and the other resource ministries** because it suggested a major reduction in the responsibilities of C.A.s and/or put the onus on the lead ministry to fund the continued involvement of C.A.s in some of these program areas.

Since the aforementioned report came out, other documents that affect specific components of the C.A. program have been released. **One recent report was prepared by The Conservation Council of Ontario in 1986 for the Province as part of the World Conservation Strategy Project. It was entitled 'Towards a Conservation Strategy for Ontario'. The report recommended that C.A.s be given responsibility for managing all aspects of water and implementing integrated resource conservation practices on a watershed basis.**

ii) Organization and Structure

In the documents released prior to 1980, one of the major concerns that was identified was the **need to have C.A.s in place over all of Southern Ontario**. With the creation of two new C.A.s (Essex Region in 1973, and Kawartha Region in 1979), and the enlargement of a few others, **this concern has decreased**. However, there are **still a few areas** along the Ottawa and St. Lawrence Rivers and around Lakes - Simcoe and Couchiching **that should be placed under the jurisdiction of one of the adjoining C.A.s**.

One other major concern from those earlier reports was the **need for C.A.s to employ competent technical and administrative staff** to manage their field programs.

In the reports **since 1980, the major concerns** in this area duplicate many of those that have been raised by A.M.O. over the last few years (See Appendix 2). These **include:** (i) **amalgamation** of some C.A.s; (ii) **C.A.s sharing staff and/or services**; (iii) **a reduction in the number of municipal and provincial representatives** on C.A.s; (iv) **municipalities appointing capable representatives**; (v) **municipal representatives reporting to council** on decisions and activities of C.A.s; (vi) **an increase in the number of Full Authority meetings** to get all members involved in decision making; (vii) **powers of the Executive Committees** be reduced or at least clearly spelled out; (viii) **improved accountability** of C.A. members and staff.

iii) Grant Rates

In response to the various concerns raised by C.A.s and their member municipalities, the Select Committee recommended that the **basic grant rates** for various aspects of the C.A.'s **flood control program** (i.e. small reservoirs, floodplain mapping, operation and maintenance of water control structures, and surveys and studies) **be increased to 75%**. It also recommended the **provision of grants for small projects on private lands** (extension services), and the **creation of a system of supplementary grants**. These **changes were implemented** through two Orders-in-Council **in 1970 and 1971**. In addition, the Province **established 100% grants on major flood control reservoirs** since most of the benefiting municipalities could not afford to raise their share of the cost of these large capital projects.

In 1977, the Province **revised the basic grant rates to 50% on Administration, 55% on Water and Related Land Management, and 50% on Conservation and Recreation Land Management**. **Supplementary grants** of up to 30% were **retained for the first two programs, but phased out for Conservation and Recreation over a four-year period (eliminated by 1981)**.

These **changes were in response to the Treasurer's remarks** about C.A.s and recreation at the 1976 Biennial Conference, the **inequities and confusion created by the three different regular grant rates** that were then in place (100%, 75%, 50%) **and the limitations on the total Provincial funding that was available**. Back in 1967 the Province had agreed to pay higher grants to C.A.s to entice municipalities to undertake various projects since the availability of municipal funding was the limiting factor. By 1977 the Province found itself in a position where the member municipalities were prepared to put up more money for projects in a given year than the Province could match with the grant rates that were in place.

Since 1981 there has been **no major change** to the grant rates **although a few reports** in the early 1980s **called for the elimination of supplementary grants**. As well, a few other reports suggested 100% grants for approved land acquisitions on the Niagara Escarpment and for C.A. property taxes.

iv) Funding

The **amount of funding** available from the Province for C.A. projects and activities was **relatively minor issue** during the period **1967 to 1977**. However, as mentioned in the previous section, **by 1977** the Province was feeling the pressure of **C.A.s being able to raise more local funding than it could afford to match with grants**. **With the recession slowing the economy, the Province had to place restraints on funding increases and eventually flat line allocations** as the demands on the provincial coffers exceeded the incoming revenue. The **funding allocation to C.A.s** was essentially **flat-lined for the period from 1981 to 1986** and this has been a concern in many of the briefs and submissions from C.A.s over that period of time.

SECTION 21 OF THE CONSERVATION AUTHORITIES ACT, R.S.O. 1980

For the purposes of accomplishing its objects, an authority has power,

- (a) to study and investigate the watershed and to determine a program whereby the natural resources of the watershed may be conserved, restored, developed and managed;
- (b) for any purpose necessary to any project under consideration or undertaken by the authority, to enter into and upon any land and survey and take levels of it and make such borings or sink such trial pits as the authority considers necessary;
- (c) to acquire by purchase, lease or otherwise and to expropriate any land that it may require, and, subject to the approval of the Lieutenant Governor in Council, to sell, lease or otherwise dispose of land so acquired;
- (d) to lease for a term of one year or less, without the approval of the Lieutenant Governor in Council, land acquired by the authority;
- (e) to purchase or acquire any personal property that it may require and sell or otherwise deal therewith;
- (f) to enter into such agreements for the purchase of materials, employment of labour and such other purposes as may be necessary for the due carrying out of any project;
- (g) to enter into agreements with owners of private lands to facilitate the due carrying out of any project;
- (h) to determine the proportion of the total benefit afforded to all the participating municipalities that is afforded to each of them;
- (i) to erect works and structures and create reservoirs by the construction of dams or otherwise;
- (j) to control the flow of surface waters in order to prevent floods or pollution or to reduce the adverse effects thereof;

- (k) to alter the course of any river, canal, brook, stream or watercourse, and divert or alter, as well temporarily as permanently, the course of any river, stream, road, street or way, or raise or sink its level in order to carry it over or under, on the level of or by the side of any work built or to be built by the authority, and to divert or alter the position of any water-pipe, gas-pipe, sewer, drain or any telegraph, telephone or electric wire or pole;
- (l) to use lands that are owned or controlled by the authority for such purposes, not inconsistent with its objects, as it considers proper;
- (m) to use lands owned or controlled by the authority for park or other recreational purposes, and to erect, or permit to be erected, buildings, booths and facilities for such purposes and to make charges for admission thereto and the use thereof;
- (n) to collaborate and enter into agreements with ministries and agencies of government, municipal councils and local boards and other organizations;
- (o) to plant and produce trees on Crown lands with the consent of the Minister, and on other lands with the consent of the owner, for any purpose;
- (p) to cause research to be done;
- (q) generally to do all such acts as are necessary for the due carrying out of any project.

CONSERVATION AUTHORITY	D.I.S. EQUAL ASSESSMENT (\$'000,000)	POPULATION	AREA OF JURISDICTION (SQUARE KILOMETRES)	PARTICIPATING MUNICIPALITIES	MEMBERS			BUDGET BASED ON 3 YEAR AVERAGE (\$'000)	PERMANENT STAFF			
					MUNICIPAL	PROVINCIAL	TOTAL		ADMIN + CLERICAL	PROF. + TECHNICAL	OPER. + MAINT.	TOTAL
AUSABLE-BAYFIELD	864	42,320	2,451	32	32	3	35	1,571	5	5	7	17
CATARAQUI REGION	2,874	168,713	3,731	26	31	3	34	1,085	7	7	6	20
CATFISH CREEK	253	15,693	490	7	7	3	10	422	3	3	1	7
CENTRAL LAKE ONTARIO	3,663	189,540	627	1	11	3	14	1,522	6	5	8	19
CREDIT VALLEY	10,547	346,692	992	8	19	3	22	4,228	10	20	6	36
CROME VALLEY	191	9,282	2,008	13	13	245	15	245	2	1	1	4
ESSEX REGION	4,846	311,988	1,674	23	28	3,848	31	3,848	6	9	5	20
BANARASKA REGION	890	50,714	935	8	11	1,319	14	1,319	3	7	7	12
GRAND RIVER	11,227	604,863	6,806	42	38	13,857	46	13,857	17	25	66	108
GREY-SAUBLE	1,153	55,264	3,148	24	25	1,111	28	1,111	4	4	3	11
HALTON REGION	6,724	266,276	948	4	16	4,441	19	4,441	12	17	35	64
HAMILTON REGION	6,759	373,975	479	2	18	4,912	21	4,912	10	8	26	44
KANARATHA REGION	1,250	58,074	2,565	18	22	1,440	25	1,440	7	9	0	8
KETTLE CREEK	752	42,489	516	9	10	1,613	13	1,613	3	7	2	9
LAKE SIMCOE REGION	3,811	156,341	2,614	9	23	2,124	26	2,124	4	16	7	27
LAKEHEAD REGION	2,537	122,393	2,539	9	12	3,168	15	3,168	4	4	3	11
LONG POINT REGION	1,908	89,338	2,782	7	14	1,345	17	1,345	4	5	4	13
LOWER THAMES VALLEY	1,884	100,802	3,275	36	37	1,302	40	1,302	4	5	6	15
LOWER TRENT REGION	872	61,206	2,122	17	18	643	21	643	3	4	2	9
MATLAND VALLEY	875	52,964	2,990	33	33	1,389	36	1,389	5	4	9	18
MATTAGAMI REGION	866	45,743	10,933	1	5	1,004	8	1,004	3	1	1	5
M.T.R.C.A.	89,749	2,696,194	2,508	6	28	19,644	31	19,644	49	67	77	193
MISSISSIPPI VALLEY	1,420	69,769	4,451	22	27	927	30	927	3	5	2	10
MOIRA RIVER	994	62,321	2,876	17	18	634	21	634	4	4	4	10
NAPANEE REGION	300	22,617	1,961	17	17	360	20	360	3	2	2	7
NIAGARA PENINSULA	6,787	400,997	2,425	3	20	2,132	22	2,132	5	10	10	25
NICKEL DISTRICT	2,644	141,267	7,549	2	13	1,295	16	1,295	3	4	0	7
NORTH BAY-MATTAMA	878	59,923	2,850	10	12	1,179	15	1,179	3	3	0	6
NOTTAWASAGA VALLEY	1,951	101,178	3,135	28	29	523	32	523	3	3	4	12
OTONABEE REGION	1,709	96,021	1,891	15	17	893	20	893	5	4	4	13
PRINCE EDWARD REGION	298	22,228	1,010	10	10	257	12	257	3	1	1	5
RAISIN REGION	1,089	71,470	1,360	10	11	1,151	14	1,151	3	2	1	6
RIDEAU VALLEY	13,325	535,719	4,096	30	50	2,143	53	2,143	8	10	8	26
SAUBEN VALLEY	1,303	73,510	4,456	41	41	2,255	44	2,255	4	8	7	19
SAULT STE. MARIE REGION	1,594	82,249	215	2	4	1,802	7	1,802	2	0	2	4
SOUTH NATION RIVER	1,798	116,648	3,917	28	33	1,876	36	1,876	4	4	0	8
ST. CLAIR REGION	3,232	158,666	3,806	34	38	3,911	41	3,911	5	8	3	16
UPPER THAMES RIVER	6,856	398,919	3,433	27	31	3,818	33	3,818	7	17	21	45
TOTAL	200,669	8,275,068	106,164	* 631	822	115	937	96,389	233	309	348	890

* A NUMBER OF MUNICIPALITIES PARTICIPATE IN MORE THAN ONE CONSERVATION AUTHORITY.
THE ACTUAL NUMBER IS 11 REGIONAL AND 497 LOCAL MUNICIPALITIES.

CONSERVATION AUTHORITY	ADMIN	WATER MANAGEMENT						OUTDOOR RECREATION			RESOURCE MANAGEMENT				OTHER		TOTAL
		FLOOD CONTROL (\$000)	EROSION CONTROL (\$000)	LOW FLOW (\$000)	URBAN & RURAL (\$000)	WATER QUALITY (\$000)	WATER SUPPLY (\$000)	CONS. AREA (\$000)	NIAGARA ESC. (\$000)	HERITAGE CONS. (\$000)	FOREST MGMT. (\$000)	FISH & WILDLIFE MGMT. (\$000)	SOIL EROSION CONTROL (\$000)	CONS. EDUC. (\$000)	CONS. INFO. (\$000)	OFFICES & WORKSHOPS (\$000)	
AUSABLE-BAYFIELD	273	145	214	2	24	42	26	1	0	0	168	48	36	71	70	220	1,571
CATARAUGI REGION	324	95	31	13	8	86	14	7	0	1	49	7	10	99	21	109	1,085
CATFISH CREEK	119	61	5	0	1	52	1	1	0	0	78	1	45	11	18	10	422
CENTRAL LAKE ONTARIO	297	177	266	0	0	0	0	0	0	0	0	0	0	179	28	156	1,522
CREDIT VALLEY	487	1,044	606	13	48	11	47	0	268	0	95	44	0	41	51	65	4,228
CROWE VALLEY	66	84	0	5	0	3	13	0	0	0	15	16	0	0	12	13	245
ESSEX REGION	338	908	1,445	0	10	104	11	0	0	219	48	9	54	89	132	165	3,848
GANARASKA REGION	127	783	22	0	1	8	35	0	0	0	88	25	0	146	13	12	1,319
GRAND RIVER	1,965	4,873	425	320	32	151	170	61	0	22	822	421	81	360	305	317	13,857
GREY-SAUBLE	267	177	115	0	14	41	28	0	55	0	97	33	20	0	18	41	1,111
HALTON REGION	829	1,006	1	1	0	48	0	0	1,297	0	186	20	0	483	91	173	4,441
HAMILTON REGION	761	729	25	0	0	23	10	0	1,691	31	27	12	0	150	151	105	4,912
KAWARTHA REGION	99	14	1	0	18	63	57	0	0	0	26	1	0	33	13	9	440
KETTLE CREEK	178	178	128	14	8	20	69	2	0	0	59	3	78	111	95	48	1,613
LAKE SIMCOE REGION	288	686	168	1	70	22	193	1	0	0	78	37	5	292	39	25	2,124
LAKEHEAD REGION	223	1,958	709	0	2	21	3	0	0	0	8	48	0	13	23	9	3,168
LONG POINT REGION	257	160	70	1	9	17	6	3	0	62	137	66	29	21	16	37	1,345
LOWER THAMES VALLEY	212	206	111	0	2	23	5	0	0	49	57	57	20	54	52	31	1,302
LOWER TRENT REGION	158	342	20	0	0	2	2	0	0	1	14	1	0	0	0	15	643
MAITLAND VALLEY	244	421	52	0	40	44	22	0	0	0	48	5	11	27	42	119	1,389
MATTAGAMI REGION	147	167	0	0	0	0	0	0	0	0	0	0	0	0	2	22	1,004
M.T.R.C.A.	1,504	2,219	2,212	0	55	61	373	0	196	4,567	612	42	13	2,287	263	8	19,684
MISSISSIPPI VALLEY	250	241	81	2	42	6	1	0	0	57	11	45	0	27	7	34	927
MOIRA RIVER	180	297	20	2	0	0	1	0	0	20	28	2	0	0	6	10	674
NAPANEE REGION	132	38	76	0	0	2	12	13	0	19	10	0	0	8	12	9	360
NIAGARA PENINSULA	478	380	179	1	2	15	1	9	100	66	91	15	3	87	81	56	2,132
NICKEL DISTRICT	212	583	286	0	0	0	0	0	0	0	0	0	0	64	32	22	1,295
NORTH BAY-MATTAWA	133	784	32	0	2	0	13	0	0	0	19	8	0	0	13	3	1,179
NOTTAWASAGA VALLEY	178	195	47	0	0	4	1	0	0	0	8	0	0	0	21	13	523
OTTAWABEE REGION	261	248	26	0	0	23	0	0	0	44	50	34	0	4	30	10	893
PRINCE EDWARD REGION	124	26	20	6	0	13	13	0	0	1	15	3	0	0	5	4	257
RAISIN REGION	186	252	65	19	116	38	9	50	0	8	19	17	0	4	27	28	1,151
RIDEAU VALLEY	454	928	0	0	10	20	0	0	0	4	122	2	0	28	40	24	2,143
SAUGEEN VALLEY	295	874	204	0	5	525	6	0	0	0	47	3	1	7	17	17	2,255
SAULT STE. MARIE REGION	123	1,413	69	0	0	0	0	0	0	0	48	0	0	12	8	7	1,862
SOUTH NATION RIVER	195	894	116	0	6	8	0	0	0	3	562	0	21	0	14	13	1,876
ST. CLAIR REGION	239	3,010	63	0	10	4	1	0	0	3	108	5	25	45	44	26	3,911
UPPER THAMES RIVER	632	902	209	0	24	87	54	0	179	0	67	23	225	73	17	19	3,818
TOTAL	13,235	27,059	9,047	400	559	1,587	1,202	148	19,877	3,607	3,917	1,053	677	4,830	1,851	2,004	96,409

CONSERVATION AUTHORITY	AMALGAMATION PROPOSAL		MEMBERSHIP PROPOSAL				
	DISC. EDGAR ASSESSMENT (\$200,000)	POPULATION	AREA (SQUARE KILOMETRES)	RECOMMENDED MUN. MEMBERS	ADJUSTED MUN. MEMBERS	PROV. MEMBERS	TOTAL MEMBERS
SOUTHERN ONTARIO	ESSEX **	4,846	311,986	8	8	2	16
	AUSABLE-BAYFIELD & ST. CLAIR	4,096	200,936	12	12	2	14
	UPPER THAMES & LOWER THAMES	8,741	499,521	21 (*)	20	2	22
	KETTLE, CATFISH & LONG POINT	2,913	148,420	11	11	2	13
	MAITLAND, SAUSEEN & GREY-SABLE	3,331	181,738	14	14	2	16
	GRAND	11,223	604,863	31	31	3	34
	NOTTAWASAGA & LAKE SIMCOE	3,762	257,503	14 (*)	13	2	15
	HAMILTON **	6,759	373,975	8 (*)	8	2	10
	NIAGARA	6,787	400,997	14	14	2	16
	HALTON	6,724	266,276	14 (*)	13	2	15
CREDIT METRO TORONTO **/****	CREDIT METRO TORONTO **/****	10,547	346,692	14	14	2	16
	CENTRAL L. ONT. & GANARASKA	89,749	2,696,194	28 (*)	26	3	29
	KAMATHIA & OTDABEE	4,554	240,254	11 (*)	9	2	11
	L. TRENT, CROWE, MOIRA & PR. EDWARD	2,959	154,095	10 (*)	9	2	11
	NAPANEE & CATARAUGUS	2,355	155,031	13 (*)	12	2	14
	RAISIN & SOUTH NATION	3,174	191,330	13	13	2	15
	RIDEAU & MISSISSIPPI	2,986	188,118	10	10	2	12
	SUB-TOTAL	14,744	605,488	22 (*)	19	2	21
		192,150	7,823,475	268	256	38	294
NORTHERN ONTARIO	LAKEHEAD **	2,537	122,393	5	8	2	10
	MATTABAMI	866	45,743	2	6	2	8
	NICKEL	2,644	141,269	7 (*)	7	2	9
	NORTH BAY-MATTAMA	878	59,923	5 (*)	6	2	8
	SAULT STE. MARIE	1,594	82,249	4 (*)	6	2	8
	SUB-TOTAL	8,519	451,577	23	33	10	43
	TOTAL	200,669	8,275,052	291	289	48	337
			106,164				

* ANY COUNTY WITH LESS THAN 1,000 POPULATION IN A GIVEN C.A. WILL SHARE A MEMBER WITH AN ADJOINING COUNTY.
** CITIES OF HAMILTON, THUNDER BAY & METRO TORONTO HAVE SAME NUMBER OF REPRESENTATIVES.
*** AS ALL OTHER MUNICIPALITIES COMBINED (ALSO CITY OF WINDSOR EVENTUALLY).
**** NUMBER OF MEMBERS INCREASED AS PER SEC 14(2) OF THE C.A. ACT.
***** FIGURES USED FOR METRO TORONTO UNDER PROPOSED MEMBERSHIP ARE CURRENT NUMBERS.

RECOMMENDED MUNICIPAL MEMBERS
UNDER MEMBERSHIP REDUCTION PROPOSAL

APPENDIX 10

	SEPARATED TOWN (ST) OR TOWNSHIP (S.TWP)	DISCOUNTED EQUALIZED ASSESSMENT		UPPER TIER MUNICIPAL
CONSERVATION AUTHORITY	CITY (C), AREA MUNIC. (AM) COUNTY OR REGION	(\$,000,000)	POPULATION	MEMBERS
ESSEX	WINDSOR (C)	2,904	195,028	4
	ESSEX & PELEE (S.TWP)	1,943	116,960	4
	TOTAL	4,847	311,988	8
AUSABLE-BAYFIELD AND ST. CLAIR	HURON	453	23,365	2
	PERTH	38	1,492	1
	MIDDLESEX	586	31,076	2
	SARNIA (C)	917	49,091	2
	LAMBTON	1,619	71,055	3
	KENT	483	24,907	2
	TOTAL	4,096	200,986	12
UPPER THAMES AND LOWER THAMES	LONDON (C)	4,538	276,000	5
	MIDDLESEX	630	26,667	2
	HURON	8	287	1
	STRATFORD (C)	435	26,361	2
	PERTH & ST. MARYS (ST)	381	20,621	2
	OXFORD	998	56,173	3
	ELGIN	195	9,087	1
	CHATHAM (C)	675	41,586	2
	KENT	801	38,984	2
	ESSEX	80	3,755	1
	TOTAL	8,741	499,521	21
KETTLE, CATFISH, AND LONG POINT	MIDDLESEX	125	4,121	1
	ST. THOMAS (C)	379	28,218	2
	ELGIN	568	31,962	2
	OXFORD	389	20,741	2
	BRANT	47	2,596	1
	HALDIMAND-NORFOLK	1,405	60,782	3
	TOTAL	2,913	148,420	11
MAITLAND, SAUGEEN, AND GREY-SAUBLE	BRUCE	975	52,047	3
	OWEN SOUND (C)	344	19,698	2
	GREY	1,069	52,215	3
	HURON	565	32,670	2
	PERTH	195	12,794	2
	WELLINGTON	183	12,314	2
	TOTAL	3,331	181,738	14
GRAND	HALDIMAND-NORFOLK	356	18,394	2
	HALTON	120	5,342	1
	HAMILTON-WENTWORTH	233	12,351	2
	CAMBRIDGE (AM)	1,356	77,843	3
	KITCHENER (AM)	2,716	147,439	4
	WATERLOO (AM)	1,334	63,265	3
	WATERLOO	878	39,677	2
	OXFORD	174	7,843	1

NOTE: Area Municipalities with 50,000+ population shown separate from Regions for representation.

	SEPARATED TOWN (ST) OR TOWNSHIP (S.TWP)	DISCOUNTED		UPPER TIER
	CITY (C), AREA MUNIC.(AM)	EQUALIZED ASSESSMENT		MUNICIPAL
CONSERVATION AUTHORITY	COUNTY OR REGION	(\$,000,000)	POPULATION	MEMBERS
GRAND (continued)	BRANTFORD (C)	1,130	75,080	3
	BRANT	451	23,536	2
	DUFFERIN	130	6,894	1
	GREY	20	1,458	1
	PERTH	71	4,829	1
	GUELPH (C)	1,511	79,857	3
	WELLINGTON	742	41,055	2
	TOTAL	11,222	604,863	31
NOTTAWASAGA - LAKE SIMCOE	DUFFERIN	217	9,974	1
	GREY	34	909	1
	BARRIE (C)	427	20,386	1
	ORILLIA (C)			
	SIMCOE	1,900	101,086	4
	DURHAM	396	19,476	2
	YORK	2,755	104,013	4
	VICTORIA	33	1,659	1
	TOTAL	5,762	257,503	14
HAMILTON	HAMILTON (AM)	5,547	307,690	4
*Per Sec.6 of C.A. Act	HAMILTON-WENTWORTH	1,202	65,824	3
	WELLINGTON	10	461	1
	TOTAL	6,759	373,975	8
NIAGARA	HALDIMAND-NORFOLK	156	9,224	1
	HAMILTON-WENTWORTH	403	22,461	2
	NIAGARA FALLS (AM)	1,374	71,088	3
	ST. CATHARINES (AM)	1,931	123,014	4
	NIAGARA	2,922	175,210	4
	TOTAL	6,786	400,997	14
HALTON	BURLINGTON (AM)	2,668	115,593	4
	OAKVILLE (AM)	2,407	80,718	3
	HALTON	929	41,956	2
	HAMILTON-WENTWORTH	223	12,938	2
	PEEL	481	14,380	2
	WELLINGTON	15	691	1
	TOTAL	6,723	266,276	14
CREDIT	HALTON	464	20,889	2
	BRAMPTON (AM)	1,764	65,740	3
	MISSISSAUGA (AM)	7,572	226,482	4
	PEEL	375	12,915	2
	DUFFERIN	274	15,285	2
	WELLINGTON	98	5,381	1
	TOTAL	10,547	346,692	14

	SEPARATED TOWN (ST) OR TOWNSHIP (S.TWP)	DISCOUNTED		UPPER TIER
	CITY (C), AREA MUNIC.(AM)	EQUALIZED ASSESSMENT		MUNICIPAL
CONSERVATION AUTHORITY	COUNTY OR REGION	(\$,000,000)	POPULATION	MEMBERS
METRO TORONTO	METRO TORONTO	71,512	2,154,537	19
**Per Sec. 5 of C.A. Act	DURHAM	1,515	74,718	3
	BRAMPTON (AM)	3,004	111,935	4
	MISSISSAUGA (AM)	3,966	118,633	4
	PEEL	458	15,786	2
	MARKHAM (AM)	4,333	105,341	4
	VAUGHAN (AM)	3,084	56,766	3
	YORK	1,865	57,944	2
	DUFFERIN	6	217	1
	SIMCOE	7	317	1
	TOTAL	89,750	2,696,194	43
CENTRAL L. ONT, GANARASKA				
	OSHAWA (AM)	2,317	121,669	4
	DURHAM	1,644	83,573	3
	NORTHUMBERLAND	591	34,890	2
	PETERBOROUGH	1	81	1
	VICTORIA	1	41	1
	TOTAL	4,554	240,254	11
L. TRENT, CROWE, MOIRA, PR. EDWARD	HALIBURTON	19	884	1
	BELLEVILLE (C)	647	36,720	2
	TRENTON (C)	256	15,068	2
	HASTINGS	575	44,517	2
	NORTHUMBERLAND	437	30,679	2
	PETERBOROUGH	102	3,520	1
	LENNOX & ADDINGTON	21	1,421	1
	PR. EDWARD	298	22,228	2
	TOTAL	2,355	155,037	13
NAPANEE & CATARAQUI				
	KINGSTON (C)	956	60,408	3
	FRONTENAC	892	52,026	3
	BROCKVILLE (C)	408	20,760	2
	LEEDS & GRENVILLE			
	& GANANOQUE (ST)	386	24,320	2
	LENNOX & ADDINGTON	493	30,370	2
	HASTINGS	39	3,446	1
	TOTAL	3,174	191,330	13
RAISIN & SOUTH NATION				
	CORNWALL (C)	680	45,980	2
	STORMONT, DUNDAS			
	& GLENGARRY	723	46,624	2
	PRESCOTT-RUSSELL	328	27,086	2
	LEEDS & GRENVILLE	152	9,883	1
	OTTAWA-CARLETON	1,003	58,545	3
	TOTAL	2,886	188,118	10

NOTE: For Metro Toronto the current representation will be used rather than proposed.

	SEPARATED TOWN (ST) OR TOWNSHIP (S.TWP)	DISCOUNTED		UPPER TIER
	CITY (C), AREA MUNIC.(AM)	EQUALIZED ASSESSMENT		MUNICIPAL
CONSERVATION AUTHORITY	COUNTY OR REGION	(\$,000,000)	POPULATION	MEMBERS
KAWARTHA-OTONABEE				
	DURHAM	259	13,886	2
	PETERBOROUGH (C)	1,096	61,330	3
	PETERBOROUGH	618	33,973	2
	VICTORIA	980	44,404	2
	NORTHUMBERLAND	6	502	1
	TOTAL	2,959	154,095	10
RIDEAU-MISSISSIPPI				
	OTTAWA (AM)	8,807	304,448	5
	NEPEAN (AM)	2,183	92,751	3
	GLOUCESTER (AM)	979	55,394	3
	OTTAWA-CARLETON	1,708	81,139	3
	FRONTENAC	76	3,817	1
	LANARK & SMITH FALLS (S)	708	47,911	2
	LEEDS & GRENVILLE	273	19,553	2
	STORMONT, DUNDAS			
	& GLENGARRY	0	30	1
	LENNOX & ADDINGTON	8	360	1
	RENFREW	2	85	1
	TOTAL	14,744	605,488	22
LAKEHEAD				
	THUNDER BAY (C)	2,350	112,518	4
	ALL TOWNSHIPS	188	9,875	1
	TOTAL	2,538	122,393	5
MATTAGAMI				
	TIMMINS (C)	866	45,743	2
NICKEL				
	SUDBURY (AM)	1,728	80,503	3
	OTHER AREA MUNICIPALITIES	914	60,705	3
	NAIRN TOWNSHIP	2	61	1
	TOTAL	2,644	141,269	7
NORTH BAY-MATTAWA				
	NORTH BAY (C)	775	50,437	3
	ALL TOWNS & TOWNSHIPS			
	(NIPissing DISTRICT)	100	9,366	1
	TWO TOWNSHIPS			
	(PARRY SOUND DISTRICT)	2	120	1
	TOTAL	877	59,923	5
SAULT STE. MARIE				
	SAULT STE. MARIE (C)	1,586	81,718	3
	ALGOMA DISTRICT	8	531	1
	TOTAL	1,594	82,249	4

APPOINTMENT OF MEMBERS

The following sections of the C.A. Act are pertinent to the appointment of members to C.A.s:

- Sections 2(2) and 14(1) provide for the appointment of members by the councils of the participating municipalities on the following basis:
 - Where the population is 250,000 or more, five representatives
 - Where the population is 100,000 or more but less than 250,000, four representatives
 - Where the population is 50,000 or more but less than 100,000, three representatives
 - Where the population is 10,000 or more but less than 50,000, two representatives
 - Where the population is less than 10,000, one representative.
- Section 4(1)(b) enables regional municipalities to be participating municipalities in place of the local municipalities and to appoint to each C.A. the number of members to which the local municipalities would have been entitled.
- Sections 14(6) and 7(2)(b) allows the Lieutenant Governor in Council to appoint not more than three members to an Authority for a term of three years with the exception being the Grand River C.A. where eight members may be appointed.
- Section 8 enables the Lieutenant Governor in Council to designate any group of municipalities that shall be considered as one municipality for the purpose of appointing a member or members to a C.A.
- Sections 5(5) and 6(4) allows Metropolitan Toronto and the City of Hamilton to appoint the same number of members to their respective C.A.s as the total number of members appointed by the other participating municipalities.

- Section 14(2) enables the Lieutenant Governor in Council to increase the number of members that may be appointed if the total number appointed by the participating municipalities is less than 4.

APPORTIONMENT OF C.A. LEVY

The following sections of the C.A. Act are pertinent to the apportionment of the local share of C.A. costs:

- Section 4(1)(b) provides for regional municipalities to be the participating municipalities in C.A.s in place of their local municipalities.
- Sections 26(1) and (2) allows C.A.s to levy the local share of the cost of capital projects on its participating municipalities in the same proportion that the benefit derived by each municipality bears to the total benefit derived by all participating municipalities.
- Sections 24(3) and 26(3) enable municipalities, with the approval of the Ontario Municipal Board, to raise their share of the cost of capital projects either through the issue of debentures or by taxation in the current year and/or subsequent years.
- Section 27(2) allows C.A.s to apportion maintenance costs to the participating municipalities according to the benefit derived by each municipality.
- Section 27(3) provides for C.A.s to apportion administration costs to the participating municipalities in the proportion that the discounted equalized assessment of each municipality bears to the total discounted equalized assessment of the whole area under the jurisdiction of the Authority.

GRANTS TO CONSERVATION AUTHORITIES
AT CURRENT RATES

APPENDIX 13

CONSERVATION AUTHORITY	ADMIN	WATER MANAGEMENT	CONSERVATION AND RECREATION	SUPPLEMENTARY RATE	GRANT	TOTAL GRANTS
	(50%)	(55%)	(50%)	(%)		
AUSABLE-BAYFIELD	152,420	332,274	62,983	30	272,692	820,269
CATARAQUI REGION	184,750	157,703	64,100	5	32,812	439,365
CATFISH CREEK	77,788	185,691	16,694	30	147,959	428,132
CENTRAL LAKE ONTARIO	178,786	264,916	136,404	0	0	580,106
CREDIT VALLEY	264,753	824,022	595,795	0	0	1,684,570
CROWE VALLEY	43,940	90,983	5,975	30	75,991	216,889
ESSEX REGION	182,447	727,944	83,265	0	0	993,656
GANARASKA REGION	71,974	210,736	0	13	68,523	351,233
GRAND RIVER	1,066,865	3,918,386	345,246	10	925,907	6,256,304
GREY-SAUBLE	149,953	344,527	85,470	30	277,896	857,846
HALTON REGION	450,489	1,252,938	257,162	0	0	1,960,589
HAMILTON REGION	414,957	679,338	101,286	0	0	1,195,581
KAWARTHA REGION	77,740	115,020	28,170	13	47,399	268,329
KETTLE CREEK	95,377	111,657	21,548	5	19,689	248,271
LAKE SIMCOE REGION	148,303	411,099	68,627	9	93,966	721,995
LAKEHEAD REGION	126,366	350,340	69,843	7	62,280	608,829
LONG POINT REGION	137,668	182,712	45,275	12	72,905	438,560
LOWER THAMES VALLEY	122,649	185,252	59,456	17	98,960	466,317
LOWER TRENT REGION	87,685	378,201	57,350	26	224,382	747,618
MAITLAND VALLEY	136,195	653,298	50,433	30	438,061	1,277,987
MATTAGAMI REGION	81,048	176,234	16,397	30	144,755	418,434
M.T.R.C.A.	826,582	3,197,098	3,002,081	0	0	7,025,761
MISSISSIPPI VALLEY	133,650	200,051	26,300	30	189,309	549,310
MOIRA RIVER	84,550	670,178	23,200	30	416,281	1,194,209
NAPANEE REGION	71,300	134,656	18,300	30	116,229	340,485
NIAGARA PENINSULA	188,194	412,540	233,947	0	0	834,681
NICKEL DISTRICT	115,000	311,616	36,300	13	103,554	566,470
NORTH BAY-MATTAWA	72,500	415,791	18,300	30	270,295	776,886
NOTTAWASAGA VALLEY	101,462	334,065	57,494	15	121,547	614,568
OTONABEE REGION	147,474	228,950	44,754	10	71,104	492,182
PRINCE EDWARD REGION	64,150	53,916	27,250	30	67,899	213,215
RAISIN REGION	99,280	206,493	57,500	13	74,619	437,892
RIDEAU VALLEY	241,500	432,675	72,000	0	0	746,175
SAUGEEN VALLEY	164,813	482,627	67,914	30	362,138	1,077,492
SACUT STE. MARIE REGION	69,500	588,103	21,700	0	0	679,303
SOUTH NATION RIVER	118,776	376,953	22,250	14	129,183	647,062
ST. CLAIR REGION	117,531	250,917	76,476	6	41,476	486,400
UPPER THAMES RIVER	348,146	739,725	185,351	0	0	1,273,222
TOTAL	7,216,561	20,589,425	5,162,496	14,967,711	39,936,193	

EFFECT ON FUNDING WITH PROPOSED REGULAR GRANT RATES OF 40%, 50% OR 70% APPENDIX 14

BASIC GRANT	CONSERVATION AUTHORITY	DISCOUNTED EQUALIZED ASSESSMENT (\$'000,000)	RANKING AS PER DIS. EQ. ASSESS.	POPULATION	RANKING AS PER POPN.	GRANTS AT CURRENT RATES	GRANTS AT PROPOSED RATES	CHANGE IN GRANTS
40	METRO TORONTO	89,749	1	2,696,194	1	7,025,761	5,388,092	(1,637,669)
50	RIDEAU & MISSISSIPPI	14,744	2	605,488	2	1,295,485	1,048,555	(246,930)
50	GRAND	11,223	3	604,863	3	6,256,304	4,974,280	(1,282,024)
50	UPPER THAMES & LOWER THAMES	8,741	5	499,521	4	1,739,539	1,556,490	(183,049)
50	CREDIT	10,547	4	346,692	7	1,684,570	1,609,659	(74,911)
50	NIAGARA	6,787	6	400,997	5	834,681	797,177	(37,504)
50	HAMILTON	6,759	7	373,975	6	1,195,581	1,133,823	(61,758)
50	HALTON	6,724	8	266,276	9	1,960,589	1,846,685	(113,904)
50	ESSEX	4,846	10	311,988	8	993,656	927,479	(66,177)
50	NOTTAWASAGA & LAKE SIMCOE	5,762	9	257,503	10	1,336,563	1,053,307	(283,256)
50	CENTRAL L. ONT & GANARASKA	4,554	11	240,254	11	931,339	819,574	(111,765)
50	AUSABLE-BAYFIELD & ST. CLAIR	4,096	12	200,986	12	1,306,669	950,393	(356,276)
70	NAPANEE & CATARAUGUI	3,174	14	191,330	13	779,850	845,923	66,073
70	HAITLAND, SAUGEEN & GREY-SAUBLE	3,331	13	181,738	15	3,213,325	2,800,900	(412,425)
70	RAISIN & SOUTH WATON	2,886	17	188,118	14	1,084,954	1,159,368	74,414
70	KAWARTHA & OTONABEE	2,959	15	154,095	17	760,511	855,046	94,535
70	KETTLE, CATFISH & LONG POINT	2,913	16	148,420	18	1,114,963	1,163,076	48,113
70	L. TRENT, CRONE, MOIRA & PR. EDWARD	2,355	20	155,037	16	2,371,931	2,070,455	(301,476)
70	NICKEL	2,644	18	141,269	19	566,470	608,422	41,952
70	LAKEHEAD	2,537	19	122,393	20	608,829	720,580	111,751
70	SAULT STE. MARIE	1,594	21	82,249	21	679,303	876,175	196,872
70	NORTH BAY-MATTAWA	878	22	59,923	22	776,886	656,309	(120,577)
70	MATTAGAMI	866	23	45,743	23	418,434	309,587	(108,847)
	TOTAL	200,669		8,275,052		38,976,193	34,171,455	(4,764,738)

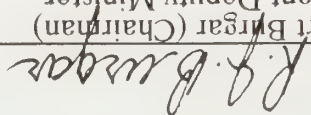
NOTES: - GENERALLY, ORDER REFLECTS COMPOSITE RANKING BY DISCOUNTED EQUALIZED ASSESSMENT AND POPULATION.
- FIGURES EXCLUDE ALL FUNDING AT SPECIAL GRANT RATES (I.E. 90% OR 100%).

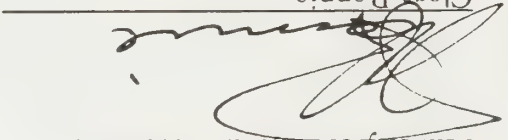
Ministry of Natural Resources
Room 6323
Whitney Block, Queen's Park
Toronto, Ontario
M7A 1W3

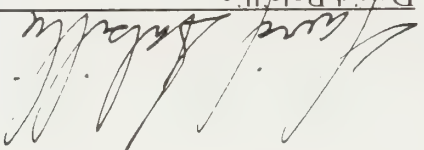
ATTENTION: Honourable Vincent G. Kerrio
Minister of Natural Resources

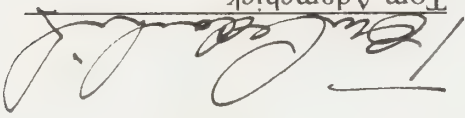
Dear Minister:

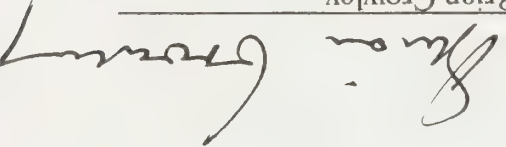
We, the Members of the Interministerial Steering Committee are pleased to submit the report of our review of the Conservation Authorities program. We initiated this review in accordance with the Cabinet Minute, dated August 6, 1986, which established our committee and specified its Terms of Reference.

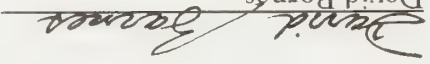

R. P. Burgar
Assistant Deputy Minister
Ministry of Natural Resources


Clare Rennie
Assistant Deputy Minister
Ministry of Agriculture and Food


David Balgillie
Assistant Deputy Minister
Ministry of Environment


Tom Adamchick
Executive Director
Ministry of Tourism and Recreation


Brian Crowley
A/Assistant Deputy Minister
Ministry of Municipal Affairs


David Barnes
Senior Policy Advisor
Ministry of Treasury and Economics

CHANGE IN APPORTIONMENT OF GENERAL LEVY WITH PROPOSED REGULAR GRANT RATES OF 40%, 50% OR 70%

EXISTING GRANT RATES

PROPOSED GRANT RATES

SEPARATED TOWN (S.T.)

SEPARATED TWP (S. TWP.)

CITY (C)

COUNTY OR REGION

CONSERVATION
AUTHORITY

DISCOUNTED
EQUALIZED
ASSESSMENT

GENERAL LEVY

APPORTMENT % AGE

APPORTMENT % AGE

GENERAL LEVY

APPORTMENT % AGE

GENERAL LEVY

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AND GREY-SAUBLE

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166,001

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978,781

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16.96

5.85

5.49

100.00

975

344

1,069

585

195

183

3,331

4.22

0

0

63.78

22.30

9.70

100.00

9,732

0

0

147,084

51,427

22,369

230,612

56.83

0

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1,423

0

21,007

278,975

GRAND

87 LEVY 3,429,864

LOST GR 457,486

3,887,350

121,003

38,370

80,201

2,146,962

55,882

431,885

154,051

44,743

8,050

27,394

518,794

260,014

3,887,350

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237

8,284

174

1,110

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130

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11,222

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1.16

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6.61

100.00

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AND LAKE SIMCOE

NOT

L. SIM

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100.00

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MAITLAND, SAUGEEN
AND GREY-SAUBLE

MAIT

SAU

6-S

LOST GR

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314,189

166,001

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978,781

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10.33

32.10

16.96

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5.49

100.00

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63.78

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100.00

9,732

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147,084

51,427

22,369

230,612

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21,007

278,975

GRAND

87 LEVY 3,429,864

LOST GR 457,486

3,887,350

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38,370

80,201

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55,882

431,885

154,051

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518,794

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0.63

13.46

6.61

100.00

61,872

20,847

40,524

1,091,040

PROPOSED GRANT RATES										EXISTING GRANT RATES									
CONSERVATION AUTHORITY	SEPARATED TOWN (S.T.) SEPARATED TWP (S. TWP.) CITY (C) COUNTY OR REGION	GENERAL LEVY	APPORTMENT % AGE	(\$200,000)	EQUALIZED ASSESSMENT	DISCOUNTED													
							A-B				ST. CL.								
							UT	LT	KET	LONG PT.	UT	LT	KET	LONG PT.					
ESSEX 67 LEVY LOST GR 614,794	MINDSOR (C) ESSEX PELEE (S. TWP.) TOTAL	368,323 244,873 1,598 614,794	59.91 39.83 0.26 100.00	2,904 1,970 13 4,847			59.91 39.83 0.26 100.00	355,626 236,431 1,543 593,600							355,626 236,431 1,543 593,600				
AUSABLE-BAYFELD AND ST. CLAIR	HURON PERTH MIDDLESEX SARNIA (C) ST. CL LAMBTON KENT TOTAL	85,628 7,200 110,790 173,346 322,660 305,969 91,280 774,213	11.06 0.93 14.31 22.39 39.52 11.79 100.00	453 38 586 917 1,619 483 4,096			A-B 52.43 4.42 31.48 0 11.67 0 100.00	100,553 8,477 60,374 0 22,381 0 191,785	0 0 9.71 0 46.95 14.95 100.00	0 0 31,730 91,602 151,489 48,238 322,660		ST. CL 0 0 0 0 0 0 0		100,553 8,477 91,704 173,976 173,976 48,238 514,445					
UPPER THAMES AND LOWER THAMES	LONDON (C) MIDDLESEX HURON STRAFORD (C) ST. MARYS (ST) PERTH WOODSTOCK OXFORD ELGIN CHATHAM (C) KENT ESSEX TOTAL	629,578 87,394 1,091 60,364 12,364 40,485 61,455 76,970 27,030 93,576 111,031 11,152 1,212,125	51.94 7.21 0.09 4.98 1.02 3.34 5.07 6.35 2.23 7.72 9.16 0.92 100.00	4,538 630 8 435 89 292 443 555 195 675 801 80 8,741			UT 66.18 7.25 0.11 6.34 1.30 4.27 6.46 8.09 0 0 0 0 100.00	474,444 51,975 789 45,451 9,319 70,611 46,311 57,997 0 0 0 0 716,897	0 0 0 0 0 0 0 0 0 0 0 0 100.00	0 27,738 0 0 0 0 0 0 0 0 0 0 392,335		LT 27.738 0 0 0 0 0 0 0 0 0 0 0		474,444 79,713 789 45,451 9,319 30,611 46,311 57,997 40,606 140,535 166,900 16,556 1,109,222					
KETTLE, CATFISH, AND LONG POINT	MIDDLESEX ST. THOMAS (C) ELGIN OXFORD CAT LONG PT. ADD N BR (31,187) 648,360	27,815 84,352 126,430 86,556 10,439 312,769 648,360	4.29 13.01 19.50 13.35 1.61 48.24 100.00	125 379 568 389 47 1,405 2,913			KET 16.62 48.40 34.98 0 0 0 100.00	36,262 105,600 76,320 0 0 0 218,182	0 0 0 0 0 0 0	CAT 6.00 67.730 4.38 0 0 0 100.00	0 4,535 0 0 0 0 75,575		LONG PT. 0 0 16,678 80,306 9,901 298,905 405,790		36,262 110,135 160,728 87,516 9,901 298,905 697,547				

CHANGE IN APPORTIONMENT OF GENERAL LEVY WITH PROPOSED REGULAR GRANT RATES OF 40%, 50% OR 70%

APPENDIX 15

PROPOSED GRANT RATES										EXISTING GRANT RATES									
CONSERVATION AUTHORITY	SEPARATED TOWN (S.T.) SEPARATED TWP (S. TWP.) CITY (C) COUNTY OR REGION	GENERAL LEVY		APPORTMENT % AGE		ASSESSMENT (\$000,000)	APPORTMENT % AGE		GENERAL LEVY		APPORTMENT % AGE		GENERAL LEVY		TOTAL GENERAL LEVY				
		GENERAL LEVY	% AGE	% AGE	% AGE		GENERAL LEVY	% AGE	% AGE	% AGE									
HAMILTON	HAMILTON-WENTWORTH	1,852,959	99.85			6,749	99.85		1,792,329					1,792,329					
87 LEVY 1,795,021	WELLINGTON	2,784	0.15			10	0.15		2,693					2,693					
LOST GR 60,722	TOTAL	1,855,743	100.00			6,759	100.00		1,795,021					1,795,021					
1,855,743																			
NIAGARA	HALDIMAND-NORFOLK	21,619	2.30			156	2.30		21,014					21,014					
87 LEVY 913,650	HAMILTON-WENTWORTH	55,832	5.94			403	5.94		54,271					54,271					
LOST GR 26,286	NIAGARA	862,485	91.76			6,227	91.76		838,365					838,365					
939,936	TOTAL	939,936	100.00			6,786	100.00		913,650					913,650					
HALTON	HALTON	1,451,677	49.63			6,004	89.31		1,410,124					1,410,124					
87 LEVY 1,578,909	HAMILTON-WENTWORTH	53,964	3.32			223	3.32		52,420					52,420					
LOST GR 46,527	PEEL	116,219	7.15			481	7.15		112,892					112,892					
1,625,436	WELLINGTON	3,576	0.22			15	0.22		3,474					3,474					
	TOTAL	1,625,436	100.00			6,723	100.00		1,578,909					1,578,909					
CREDIT	HALTON	45,442	4.40			464	4.40		44,371					44,371					
87 LEVY 1,008,435	PEEL	950,867	92.07			9,711	92.07		928,466					928,466					
LOST GR 24,331	DUFFERIN	26,852	2.60			274	2.60		26,219					26,219					
1,032,766	WELLINGTON	9,605	0.93			98	0.93		9,378					9,378					
	TOTAL	1,032,766	100.00			10,547	100.00		1,008,435					1,008,435					
METRO TORONTO	METRO TORONTO	4,208,709	79.69			71,512	79.69		3,649,802					3,649,802					
87 LEVY 4,580,000	DURHAM	89,255	1.69			1,515	1.69		77,402					77,402					
LOST GR 701,351	PEEL	437,296	8.28			7,428	8.28		379,224					379,224					
5,281,351	YORK	546,092	10.34			9,282	10.34		473,572					473,572					
	DUFFERIN	528	0.01			6	0.01		458					458					
	SIMCOE	528	0.01			7	0.01		458					458					
	TOTAL	5,281,351	100.00			89,750	100.00		4,580,000					4,580,000					

			EXISTING GRANT RATES											
CONSERVATION AUTHORITY	SEPARATED TOWN (S.T.) SEPARATED TWP (S. TWP.) COUNTY OR REGION	CITY (C)	PROPOSED GRANT RATES			DISCOUNTED EQUALIZED ASSESSMENT							TOTAL GENERAL LEVY	
			GENERAL LEVY	APPORTMENT % AGE	DISCOUNTED EQUALIZED ASSESSMENT	GENERAL LEVY	APPORTMENT % AGE	GENERAL LEVY	APPORTMENT % AGE	GENERAL LEVY	APPORTMENT % AGE	GENERAL LEVY		APPORTMENT % AGE
CENTRAL LAKE AND SANARASKA	DURHAM		1,051,581	86.98	3,961	CLOCA	100.00	806,494	33.44	97,655	SAN	100.00	292,033	1,098,527
	NORTHUMBERLAND		156,927	12.98	591		0	0	66.33	193,705		0	0	193,705
	PETERBOROUGH		242	0.02	1		0	0	0.14	409		0	0	409
	VICTORIA		242	0.02	1		0	0	0.09	264		0	0	264
	TOTAL		1,208,992	100.00	4,554		100.00	806,494	100.00	292,033		100.00	292,033	1,098,527
L. TRENT, CROWE, MOIRA AND PR. EDWARD	HALIBURTON		3,979	0.81	19	L. TRENT	0	0	9.75	5,219	MOIRA	0	0	5,219
	BELLEVEILLE (C)		134,930	27.47	647		0	0		0	65.10	81,234	0	81,234
	TRENTON (C)		53,392	10.87	256		29.39	36,516	0	0	0	0	0	36,516
	HASTINGS		119,949	24.42	575		21.05	26,154	34.43	18,240	32.74	40,954	0	85,246
	NORTHUMBERLAND		91,165	18.56	477		49.56	51,578	2.50	1,334	0	0	0	62,912
L. TRENT 124,248 CROWE 53,364 MOIRA 124,784 PR. ED 67,039 LOST BR 121,755 491,190	PETERBOROUGH		21,269	4.33	102		0	0	53.51	28,571		0	28,571	
	LENNOX & ADDINGTON		4,372	0.89	21		0	0	0	0	2.16	2,696	0	2,696
	PR. EDWARD		62,136	12.65	298		0	0	0	0	0	100.00	67,039	67,039
	TOTAL		491,190	100.00	2,355		100.00	124,248	100.00	57,364	100.00	124,784	100.00	369,475
	MAPANE AND CATARAUGUI	KINGSTON (C)		145,874	30.13	956	C/	33.27	122,727	0	0			163,737
FRONTENAC			136,046	28.10	892		29.14	122,061	18.22	8,848			151,909	
BROCKVILLE (C)			62,213	12.85	408		14.20	3,714	0	0			69,714	
SARANACQUE (ST)			13,266	2.74	87		3.04	14,925	0	0			14,925	
LEEDS & GRENVILLE			45,607	9.42	299		10.40	51,058	0	0			51,058	
ADD'N BR (62,922) 484,149	LENNOX & ADDINGTON		75,188	15.53	493		9.95	48,849	68.96	33,488			92,337	
	HASTINGS		5,955	1.23	39		0	0	12.82	6,226			6,226	
	TOTAL		484,149	100.00	3,174		100.00	490,944	100.00	48,562			539,506	
	RAISIN AND SOUTH NATION	CORNWALL (C)		184,289	23.56	680	R/	62.47	241,551	0	0	S. NAT	0	241,551
		STORMONT, DUNDAS & GLENAGARRY		195,944	25.05	723		37.53	145,117	17.47	80,828			225,945
PRESOTT-RUSSELL			88,937	11.37	328		0	0	18.25	84,437			84,437	
LEEDS & GRENVILLE			41,223	5.27	152		0	0	8.47	39,188			39,188	
OTTAWA-CARLETON			271,818	34.75	1,003		0	0	55.81	258,217			258,217	
ADD'N BR (67,123) 782,211	TOTAL		782,211	100.00	2,886		100.00	786,568	100.00	462,666			849,334	

CHANGE IN APPORTIONMENT OF GENERAL LEVY WITH PROPOSED REGULAR GRANT RATES OF 40%, 50% OR 70%

		PROPOSED GRANT RATES			DISCOUNTED			EXISTING GRANT RATES						
					EQUALIZED									
					ASSESSMENT									
SEPARATED TOWN (S.T.)					(\$000,000)									
SEPARATED TWP (S. TWP.)														
CONSERVATION AUTHORITY	CITY (C) COUNTY OR REGION	GENERAL		APPORTMENT % AGE	APPORTMENT		% AGE	GENERAL		APPORTMENT % AGE	GENERAL LEVY	APPORTMENT		GENERAL LEVY
		LEVY			% AGE			LEVY				% AGE		
MATTAGAMI	TIMMINS (C)	174,691		100.00		866		100.00	116,967					116,967
87 LEVY	116,967													
LOST GR	57,724													
	174,691													
NICKEL	SUDBURY	274,058		99.93		2,642		99.93	306,406					306,406
	NAIRN TOWNSHIP	192		0.07		2		0.07	105,999					215
87 LEVY	306,620							100.00	215					306,620
ADD 'N GR (32,376)		274,250		100.00		2,644			306,620					
	274,250													
NORTH BAY-MATTANA	NORTH BAY (C)	67,573		88.37		775		88.37	39,899					39,899
87 LEVY	45,150													5,147
LOST GR	31,316							11.40	5,147					
	76,466													
	TWO TOWNSHIPS	176		0.23		2		0.23	104					104
	(PARRY SOUND DISTRICT	76,466		100.00		877		100.00	45,150					45,150
	TOTAL													
SAULT STE. MARIE	SAULT STE. MARIE (C)	99,632		99.52		1,586		99.52	168,686					168,686
	PRINCE TOWNSHIP	481		0.48		8		0.48	814					814
87 LEVY	169,500							100.00	169,500					169,500
ADD 'N GR (69,387)		100,113		100.00		1,594								
	100,113													

CHANGE IN APPORTIONMENT OF GENERAL LEVY WITH PROPOSED REGULAR GRANT RATES OF 40%, 50% OR 70%

CONSERVATION AUTHORITY	SEPARATED TWP (S.T.) SEPARATED TWP (S. TWP.) CITY (C) COUNTY OR REGION	PROPOSED GRANT RATES				EXISTING GRANT RATES				TOTAL GENERAL LEVY
		GENERAL LEVY	APPORTMENT % AGE	DISCOUNTED EQUALIZED ASSESSMENT (\$900,000)	APPORTMENT % AGE	GENERAL LEVY	APPORTMENT % AGE	GENERAL LEVY	APPORTMENT % AGE	
KAMARATHA AND OTONABEE	DURHAM	73,844	8.75	259	20.71	31,607	0	0		31,607
	PETERBOROUGH (C)	312,591	37.04	1,096	0	0	54.15	501,012		501,012
	PETERBOROUGH	176,297	20.89	618	1.92	2,930	34.73	271,241		274,171
	VICTORIA	279,509	33.12	980	77.37	118,081	0.77	6,014		124,095
	OTON	781,000	1,688	0.20	6	0	0.35	2,733		2,733
ADD'N GR (89,689)	TOTAL	843,929	100.00	2,959	100.00	152,618	100.00	781,006		923,618
RIDEAU AND MISSISSIPPI	OTTAWA-CARLETON	1,043,102	92.77	13,677	94.79	670,337	73.81	141,017		811,354
	FRONTENAC	5,847	0.52	76	0.18	1,273	3.66	6,993		8,266
	SMITH FALLS (ST)	10,120	0.90	133	1.00	7,072	0	0		7,072
	LANARK	43,851	3.90	575	1.99	14,073	21.85	41,745		55,818
	LEEDS & GRENVILLE	20,801	1.85	273	2.05	14,497	0	0		14,497
RID MISS LOST GR 225,639	STORMONT, DUNDAS & GLENGARRY	0	0.00	0	0	0	0	0		0
LAKEHEAD	LENNEX & ADDINGTON	562	0.05	8	0	0	0.55	1,051		1,051
	RENFREW	112	0.01	2	0	0	0.13	248		248
	TOTAL	1,124,395	100.00	14,744	100.00	707,252	100.00	191,054		998,306
	THUNDER BAY (C)	257,872	92.61	2,350	92.61	315,895				315,895
	ALL TOWNSHIPS	20,577	7.39	188	7.39	25,208				25,208
87 LEVY 341,104 ADD'N GR (62,655) 278,449	TOTAL	278,449	100.00	2,538	100.00	341,104				341,104

IMPACT OF CHANGE IN GRANT RATES ON GENERAL LEVY

APPENDIX 16

MUNICIPALITY	EXISTING GRANT RATES		PROPOSED REGULAR GRANT RATES OF 40%, 50% OR 70%					TOTAL LEVY OF REGION, COUNTY,* CITY, SEPARATED TOWN OR TOWNSHIP
	1	2	3	4	5	TOTAL		
	TOTAL GENERAL LEVY	TOTAL LEVY CHANGE	TOTAL REVISED LEVY (COL.2+COL.1)	CHANGE IN UNCONDITIONAL GRANTS DUE TO LEVY CHGE.	NET REVISED LEVY (COL.3-COL.4)	NET CHANGE (COL.5-COL.1)		
	(\$)	(\$)	(\$)	(\$)	(\$)	(\$)	(\$)	
WINDSOR (C)	355,626	12,697	368,323	2,171	366,152	10,526	91,634,079	
ESSEX	254,530	3,093	257,623	186	257,437	2,907	21,541,480	
HURON	249,849	2,871	252,720	198	252,522	2,673	9,774,593	
PERTH	114,616	17,722	132,338	2,169	130,169	15,553	15,857,787	
MIDDLESEX	207,679	18,320	225,999	1,099	224,900	17,221	9,711,181	
SARNIA (C)	91,603	81,743	173,346	7,210	166,137	74,534	20,570,062	
LAMBTON	173,870	132,099	305,969	7,926	298,043	124,173	14,767,137	
KENT	215,138	(12,828)	202,310	(770)	203,080	(12,058)	14,317,989	
LONDON (C)	474,444	155,134	629,578	20,012	609,565	135,121	85,208,331	
STRATFORD (C)	45,451	14,913	60,364	2,183	58,181	12,730	9,239,541	
ST. MARYS (ST)	9,319	3,045	12,364	285	12,079	2,760	1,706,480	
OXFORD	237,333	43,530	280,863	3,666	277,197	39,864	9,068,514	
ELGIN	201,334	(47,874)	153,460	(2,872)	156,332	(45,002)	6,299,238	
CHATHAM (C)	140,535	(46,959)	93,576	(5,973)	99,549	(40,986)	14,008,492	
ST. THOMAS (C)	110,135	(25,783)	84,352	(6,188)	90,540	(19,595)	8,956,987	
BRANT	145,875	18,615	164,490	1,117	163,373	17,498	4,509,813	
HALDIMAND-NORFOLK	426,846	28,545	455,391	1,713	453,678	26,832	11,605,806	
BRUCE	215,459	71,030	286,489	15,556	270,934	55,475	12,463,278	
OWEN SOUND (C)	82,013	19,095	101,108	3,277	97,831	15,818	7,582,368	
GREY	255,032	72,986	328,018	12,787	315,231	60,199	8,927,012	
WELLINGTON	288,263	41,451	329,714	2,736	326,978	38,715	8,750,236	
HALTON	1,488,426	47,063	1,535,489	2,924	1,532,565	44,239	27,810,169	
HAMILTON-WENTWORTH	1,969,798	73,159	2,042,957	8,223	2,034,734	64,936	83,457,951	
WATERLOO	1,895,008	251,954	2,146,962	23,962	2,123,000	227,992	50,041,444	
BRANTFORD (C)	380,097	51,788	431,885	8,265	423,620	43,523	25,987,352	
DUFFERIN	94,818	14,234	109,052	854	108,198	13,380	6,685,530	
GUELPH (C)	457,845	60,949	518,794	4,023	514,771	56,926	23,443,661	
BARRIE (C)	57,486	15,099	72,585	906	71,679	14,193	16,717,073	
SIMCOE	253,882	69,607	323,489	10,149	313,340	59,458	28,067,843	
DURHAM	1,067,563	214,413	1,281,976	12,865	1,269,111	201,548	34,371,850	
YORK	851,792	162,725	1,014,517	9,764	1,004,754	152,962	48,659,105	
VICTORIA	128,963	156,371	285,334	35,934	249,400	120,437	8,092,303	
NIAGARA RES.	838,365	24,120	862,485	2,936	859,549	21,184	74,781,863	
PEEL	1,420,582	83,800	1,504,382	5,028	1,499,354	79,772	65,591,029	
METRO TORONTO	3,649,802	558,907	4,208,709	33,534	4,175,174	525,372	771,690,000	
NORTHUMBERLAND	259,350	(9,570)	249,780	(1,229)	251,009	(8,341)	11,396,133	
PETERBOROUGH	501,012	(188,421)	312,591	(50,534)	363,126	(137,886)	5,350,935	
HALIBURTON	5,219	(1,240)	3,979	(385)	4,363	(856)	2,533,039	
BELLEVILLE (C)	81,234	53,696	134,930	8,409	126,521	45,287	13,876,434	
TRENTON (C)	36,516	16,976	53,492	2,967	50,425	13,909	4,348,628	
HASTINGS	91,474	34,430	125,904	9,751	116,153	24,679	4,596,340	

* COUNTY FIGURES REPRESENT SUM OF LEVY RAISED BY ALL TOWNS, TOWNSHIPS AND VILLAGES IN EACH COUNTY.

IMPACT OF CHANGE IN GRANT RATES ON GENERAL LEVY

APPENDIX 16

MUNICIPALITY	EXISTING	PROPOSED REGULAR GRANT RATES OF					TOTAL LEVY OF REGION, COUNTY,* CITY, SEPARATED TOWN OR TOWNSHIP
	GRANT RATES	40%, 50% OR 70%					
	1	2	3	4	5		
	TOTAL GENERAL LEVY	TOTAL LEVY CHANGE	TOTAL REVISED LEVY (COL.2+COL.1)	CHANGE IN UNCONDITIONAL GRANTS DUE TO LEVY CHGE.	TOTAL NET REVISED LEVY (COL.3-COL.4)	TOTAL NET CHANGE (COL.5-COL.1)	
	(\$)	(\$)	(\$)	(\$)	(\$)	(\$)	(\$)
LENNOX & ADDINGTON	86,084	(5,962)	80,122	(1,052)	81,174	(4,910)	4,145,753
PR. EDWARD	67,039	(4,903)	62,136	(1,227)	63,362	(3,677)	2,424,802
KINGSTON (C)	163,337	(17,463)	145,874	(2,640)	148,514	(14,823)	19,975,461
FRONTENAC	160,175	(18,282)	141,893	(2,238)	144,131	(16,044)	7,830,281
BROCKVILLE (C)	69,714	(7,501)	62,213	(810)	63,023	(6,691)	10,261,521
BANANOQUE (ST)	14,925	(1,659)	13,266	(294)	13,559	(1,366)	1,766,076
LEEDS & GRENVILLE	104,743	2,888	107,631	587	107,044	2,301	5,318,066
CORNWALL (C)	241,551	(57,262)	184,289	(5,841)	190,130	(51,421)	17,014,768
STORMONT,DUNDAS ETC	225,945	(30,001)	195,944	(3,726)	199,670	(26,275)	7,564,945
PRESCOTT-RUSSELL	84,437	4,500	88,937	964	87,973	3,536	9,391,625
OTTAWA-CARLETON	1,069,567	245,352	1,314,919	14,721	1,300,198	230,631	140,146,226
PETERBOROUGH (C)	303,151	(105,344)	197,807	(15,359)	213,166	(89,985)	22,834,746
SMITH FALLS (ST)	7,072	3,048	10,120	629	9,491	2,419	2,708,798
LANARK	55,818	(11,967)	43,851	(3,044)	46,896	(8,922)	5,390,020
RENFREW	248	(136)	112	(27)	139	(109)	10,426,573
THUNDER BAY (C)	315,896	(58,024)	257,872	(13,926)	271,798	(44,098)	42,461,235
THUNDER BAY (ALL TWPS)	25,208	(4,631)	20,577	0	20,577	(4,631)	7,451,153
TIMMINS (C)	116,967	57,724	174,691	14,200	160,491	43,524	13,158,469
SUDBURY	306,406	(32,348)	274,058	(9,174)	283,232	(23,174)	28,513,235
NAIRN TOWNSHIP	215	(23)	192	(6)	198	(17)	100,422
NORTH BAY (C)	39,899	27,674	67,573	8,252	59,321	19,422	13,472,522
NIPISSING D.	5,147	3,570	8,717	1,392	7,325	2,178	3,896,753
PARRY SOUND DISTRICT	104	72	176	17	159	55	6,673,186
SAULT STE. MARIE (C)	168,686	(69,054)	99,632	(16,573)	116,205	(52,481)	26,428,811
PRINCE TWP.	814	(333)	481	(139)	620	(194)	81,064
	23,457,330	2,213,341	25,670,671	161,421	25,509,249	2,051,919	2,103,435,597

* COUNTY FIGURES REPRESENT SUM OF LEVY RAISED BY ALL TOWNS,
TOWNSHIPS AND VILLAGES IN EACH COUNTY.

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